THE SURVEY

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SO THEY SAY

In designing an orphan asylum I got some of my best ideas from a chambermaid.—*Henry Dubin, architect, Chicago.*

The white man knows how to make everything but he does not know how to distribute it.—*Chief Sitting Bull, 1885.*

Democracy pays an enormous price for traditions that have outlived their usefulness.—*Catholic Charities Review.*

What the world needs in economic warfare is unanimous conscientious objection.—*F. P. A. in New York Herald Tribune.*

We must somehow produce children who will develop into grown-ups utterly different from us.—*Lincoln Steffens, California.*

Children already know more about gangsters than their parents do.—*LeRoy E. Bowman, National Board of Review of Motion Pictures.*

Technocracy is like a comet that has swept across our economic skies. We are not sure if it will ever come again.—*John Kennedy, Providence, R. I.*

We have learned that you cannot beat virtue into an individual nor beat vice out of him.—*Bernard J. Fagan, New York State parole commissioner.*

If industries are to use modern tools and machinery they must also use modern principles and channels of distribution.—*William Green, American Federation of Labor.*

We may as well realize that if we ever could afford the luxury of a purely denominationally planned Christian program we cannot afford it now.—*Albert W. Beaven, president, Federal Council of Churches.*

If we can stand off and realize that the world is at least as "haywire" as we are we may be less inclined to convict either the world or ourselves of malice or of guilt.—*Prof. Thomas D. Eliot, Northwestern University.*

We have been viewing industry upside down. The only object of primitive industry was to furnish a livelihood for the worker. That should be the primary object and obligation of industry today.—*Donald R. Richberg, Chicago.*

So much money has been diverted from creative types of activity in order to pay for the mistakes of a shaky civilization that we are in danger of trying merely to mop up after our past without providing any better future.—*George Soule, New York.*

All our historical American shibboleths about equality of opportunity are tested in their sincerity, not on the Fourth of July, but when we come to make the budget of a community or a commonwealth.—*Frank P. Graham, University of North Carolina.*

An altogether too popular pastime of the American people is sitting on the bleachers as far as international policy is concerned. Altogether too many are not interested in the game; altogether too many are interested in criticism.—*Mary E. Woolley, president, Mt. Holyoke College.*

The county carpenters have scarcely been able to fill requests for coffins as fast as they come in. Lack of medical care, insufficient food and bedding with improper housing are the large factors in the death rate.—*Winnifred Wey Wencke, Quaker relief worker, Logan, West Virginia.*

When it is clearly understood that the higher education has as its dominant aim the training of educated gentlefolk and not merely the production of more or less intellectually trained barbarians, we shall begin to make progress.—*President Nicholas Murray Butler, Columbia University.*

Teachers must abandon their shabby tolerance of liberalism which straddles the fence in defense of an outworn price system and which looks for a man on horseback when what it really wants is a moron on a jackass.—*Howard Scott, "Chief Technocrat," to Department of Superintendence, National Education Association.*

Civic organizations ought to guide their actions with respect to schools from the broad fundamental policy that the schools are not employment agencies . . . and are not created primarily for children, but that they are really created for the welfare of society of which children will become members.—*Howard W. Nudd, director, Public Education Association, New York.*

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THE SURVEY

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Social Workers in a Changing World

A Four-Point Program for Those Who Follow the Pioneers

By WILLIAM HODSON

Executive Director the Welfare Council of New York City

THE changing trends in our industrial and social life are gradually being defined and clarified as the depression has abruptly focussed the thinking of the American people upon their national destiny. We are shifting from individualism as a way of life to collectivism as a basis of social organization; from the pioneering, exploiting methods of America in the processes of colonization and settlement to a cooperative way of life in America whose free land is gone and whose people become more interdependent as cities grow and agriculture yields to industry; from too great an insistence upon the ways and means of profit to the ideals of public welfare and more widespread human happiness; from an economic system which has been too frequently the sport of a few to gamble for their own advantage, to an economic system which seeks to provide for the ordinary man and woman the necessities of life, security and satisfactions.

In the same way the pressure of events seems to make necessary and inevitable the collective approach to our social and health problems and to the methods we have devised for meeting them. Thus far social work has been individualistic in conception and development. It has grown upon the experimental principle rather than as a network of organizations based upon a community plan and with common objectives arrived at by common consent and executed by concerted action. The various forms of social and health work and its differing auspices, both public and private, have grown out of the ideals and aspirations of many groups, religious, racial, fraternal and non-sectarian. Where, in a particular community, there became evident the need for family aid, or care for children, or care for the aged, or the development of health activities, of recreation, and of character-building the pioneers in our field in many different groups have recognized those needs as they saw them in a particular place and at a particular time and have created a wide variety of instrumentalities for human service.

It was inevitable that this should have been the course of growth in a new country in the process of finding itself and of establishing its institutions which, in the nature of things, could not have been foreordained. The variety of human needs arising out of our transition from an agricultural to an urban life created problems which had to be met by the trial-and-error method and through wide experimentation. There could not have been a master plan which would provide the types of social and health services which people in every community needed, nor could there have been a uniform scheme of organization for the administration of social work either under public or private auspices. Now, however, the question arises as to whether social work, like industry, is out of its pioneering and experimental stages. Out of the experience of the past we recognize more clearly what people need and how to meet that need.

There is a growing tendency to measure our present social welfare and health resources against the background of the total social problem. There is more pressure to define the respective spheres of public and voluntary effort and, with our depleted national income, to determine how much social and health service we can pay for. We are being pressed to revive the hopes of men in the mass for security and happiness and to devise community-wide plans for social work which will integrate the efforts of public and private organizations to that end. Within a limited area, councils of social agencies and community chests, with varying degrees of success, have made a beginning but the signs of the times indicate that we are on the threshold of cooperative effort on a scale unprec-

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edented in the past. The overwhelming difficulties of the present emergency and the long-time problems which lie ahead seem to call for a pooling of knowledge and effort which will mobilize the contribution of every group and organization toward common purposes. For some of our ills, fundamental changes in the present order of things seem inevitable, for others legislation will help and the impetus already given to the establishment of unemployment reserves, health protection and other forms of social insurance, bears testimony to an awakened public conscience. While organized social work has a stake and a duty in all this, we are here concerned, primarily, with the proper integration of social services as such.

THE breakdown of the industrial system has sharpened and dramatized on a huge scale the weaknesses of the present order. We have substituted to a considerable extent a relief economy for an industrial economy with the result that standards of living have fallen and we find ourselves struggling at every point to meet the creature necessities of life. In spite of the heroic service rendered by social workers and socially-minded citizens against great odds, it has not been possible to substitute charity for the pay envelope. Our temporary relief measures have frequently been inadequate. It has been difficult to find enough money to provide food and shelter and often there have been painful delays in getting assistance to those who are in need.

The present so-called "temporary" emergency is assuming a somewhat permanent character. It may be years before the fever of unemployment has left the body politic and there must follow the long period of convalescence. What will be the effect upon the morale of the workman who has lived for months or years without work and with relief as his only means of subsistence? It will take years of painful readjustment before men can attain their former standards of industrial efficiency after long periods of idleness. Moreover, if the present trends are a sound indication of what may be expected in the future the work-span will be reduced and work will be increasingly difficult to secure in the later periods of the life of the individual. We are told that the volume of production in the days of our prosperity greatly exceeded the volume which can be attained when a new day has dawned, and that many who have heretofore maintained themselves by labor will never have a job again.

These are but a few of the more obvious problems of human welfare which have already made themselves evident—problems which must be dealt with on many fronts. Social service organizations are the "residuary legatees" of the failure of our civilization to function as it ought. They have a specific task to perform which no one agency can perform alone nor can many agencies working separately. What is clearly called for is a planned social welfare economy. What are some of the elements in planning for social welfare?

1. There must be a clear recognition on the part of the leaders of social work, in every field, of the necessity for collective action through voluntary cooperation. Such a state of mind is not always easy to achieve because of the individualistic traditions of social work itself, as already suggested. Robert W. deForest once put the nub of the matter in the following language: "Cooperation in welfare work is primarily a state of mind, a desire to use all of the resources of the community for the public good. No amount of machinery for cooperation can produce helpful cooperation without that state of mind."

Cooperation in its true sense means the fulfillment of the purposes of the individual and of the separate organization through the fulfillment of common purposes and objectives toward which all contribute as their capacity and experience make possible. Real cooperation is without compulsion but it involves a measure of control by "deliberate and thoughtful processes dominated by mutual give and take." If this process means anything, it means much more than friendly luncheon conferences and easy acquiescence about unimportant things. Effective cooperation often means a re-education of the cooperators with modifications of attitudes, emotions and customary habits of thought—in short a kind of re-orientation. There must be a discipline which can withstand the shocks of fundamental disagreement and find other channels for promoting the common will.

2. A state of mind must have means of expression in action if socially useful results are to be obtained. Some machinery for collective thought and action must be provided in every community. The machinery set up must obviously be representative of the major interests and groups in social work with the service of an adequate and competent staff. It must be democratically organized and free of external controls, whether those controls be money or the power of individuals who are not responsive to the deliberate processes of the group. Our councils of social agencies are the foundations on which to build but they will need to be strengthened and, perhaps, substantially reorganized, in some places, to undertake planned action which is bold and constructive. A community which is not fully conscious of its council's place in the scheme of things, will not readily look to it for leadership.

3. Once the mechanism is set up, it will be necessary to analyze comprehensively the total needs of the people of any given community for social and health services and to survey critically the existing resources to meet those needs. Research and fact-finding are indispensable. Here again considerable progress has already been made but one does not readily think of any city which has, as yet, a comprehensive community-wide plan based upon such imaginative stock-taking as will be called for in the future. A welfare program is not merely the sum total of all the activity of all the organizations functioning in the field any more than an automobile is the sum total of all its parts. It is only as those parts are put together in a particular way that power and direction are assured. The vitality of a social-work program, when viewed as a whole, depends quite as much upon effective inter-relationship and recognized interdependence, as it does upon the efficiency of the individual organizations in their own fields.

4. Given the machinery for cooperation and the facts necessary to produce enlightened plans, the problem then remains of securing the adoption of those plans and the necessary agreements for joint action in carrying them out. So large a task of statesmanship obviously is not the responsibility of the social workers alone. They must have the backing and support of the community which means that a council of social agencies is not merely a coordinating center for the professional social workers representing their

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various organizations. There must be active participation on the part of public officials and board members of welfare societies and on the part of the socially minded citizens generally if enduring results are to be achieved. How to integrate the thinking of laymen and professionals is a troublesome question in social work as elsewhere. There are some social workers who do not know how to work with any but their brethren. There are a few board members who do not want to deal with social workers because they do not like them as individuals or as a group. The fact remains that neither one can get along without the other. In the main there is mutual respect and one clue to mutual effort lies in a clearer definition of the specific contribution which the technician and the layman can make to a particular problem together with a wise selection of time, place and circumstance for the exchange of views.

There are at least three roads that may be traveled for the future. We may go along in a more or less unplanned and uncoordinated fashion, or we may seek, by one method or another, more autocratic control over the administration of social work. Between these two roads lies cooperation which is not passive but dynamic in method and result. We are met, at once, with the necessity for steering between unwarranted invasion of the autonomy and independence of individual organizations and the chaos of unrelated, individual decisions independently arrived at. It is not easy to achieve the disciplines which are necessary to effective cooperative life because such living is giving as well as taking, yielding as well as attacking. It means exposing oneself to the influence of one's associates and of accepting, now and again, the thinking of a group in preference to one's own. It is a question of building upon the loyalties to individual organizations, a concern for the problem of the community as a whole, and of stimulating a more searching examination of the extent to which each of us makes his proper contribution to the group. There is real tyranny in unplanned and uncoordinated living—it is the tyranny of chance and uncertainty which makes men's destiny the plaything of blind forces. There is tyranny, likewise, in the dictatorship of men or groups whose limitations of intelligence and understanding drive them to control their fellowmen by regimentation and forced uniformity. Between the two lies a delicate balance between the diverse needs of the individual and the common needs of all. Unless we can harmonize the claims of men as individuals with those of men in the mass, in every aspect of life, and find a way of accommodation that will satisfy both, the outlook for social progress is not too promising.

From Alms to Welfare

Newark Reaches a New Goal in Public Case Work Under Civil Service

By RUTH R. LERRIGO
Field Staff of Survey Associates

"I DON'T know much about what happened except that the old Poor Overseer lost his job and a new one got it," said the Keeper of the Morgue of The Newark Evening News, pawing over the heap of 1930 clippings of the News' exposé of the old Poor and Alms Department. "But what I do know is a lot of families now getting relief—and how they need it—and not a complaint to make." Behind which simple view of an end result lies the tale of how public welfare in the largest city in New Jersey about-faced in the midst of the depression. From the most antiquated of poor-and-alms departments, geared to the needs and practices of the '90's, it has become in two years a demonstration of what the right people with the right ideas can do with a public agency, functioning under civil service, in a big industrial city.

What actually happened in 1930 to the Newark Poor and Alms Department was not new legislation but new people and a new philosophy. The law under which reorganization was effected had been on the statute books since 1924, but Newark hadn't bothered with it. The leaven of progressive social thinking was not lacking in the city, but the leaven had been slow in working. Back in 1918 Francis H. McLean of the Family Welfare Association of America, expert and authority in such matters, had been called in by a determined group of citizens and social workers to make a welfare survey of the community. From this grew the Welfare Federation, Newark's coordinating agency for private social work, and a good deal of plain speaking for case work in the public department.

Came 1924 and the law making improvements possible. But the time evidently was not ripe, for the Poor and Alms Department remained in political shackles, doling out occasional relief,—bread tickets, a dollar or two now and then, an indiscriminate and skimpy coal order. Little or no awareness was shown to differences in family needs and none at all to case-work treatment. Cooperation with private agencies was ignored as was any suggestion for training and skill as a qualification for workers.

Came 1930 with the old Poor and Alms Department still keeping such records as it had in shoe-boxes, still with one telephone and six cuspidors and its small staff spending most of its time in the office. And then the deluge. The surge of destitution which swept over the department in 1930 washed it out into full public view through the medium of a journalistic investigation by the city's leading newspaper. A host of abuses were exposed, to which, for present purposes, there is no point in reverting.

The thought occurs that a faithful band of "insiders" may have been biding its time awaiting just such an opportunity. Certainly from that point things moved fast and in the right direction. Public opinion was aroused; the public-welfare department was news, with the citizens asking to be shown. Nevertheless this was a public amazingly uninformed as to the extent and degree of the growing

> THERE is in social work scarcely any system so bad but that it can be made to work well if run by the right people in the right spirit; and there is scarcely any system so good that it will not work badly if run by the wrong people in the wrong spirit. *Joanna C. Colcord.*

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community problem of unemployment distress. Relief was still thought of in terms of chronic dependents. Investigation of need was de facto evidence of a cold heart.

In response to public demand City Commissioner Murray in charge of the Department of Public Works under which the Poor and Alms Department functioned, ordered a thorough investigation and study. The result was the "Ellis report," a detailed and specific appraisal directed by William J. Ellis of the State Department of Institutions and Agencies, which told not only what was wrong but what could be done about it.

Just here is where the right people came in and that long time leaven actually worked. The new overseer, appointed in February 1931 to undertake complete reorganization, was Owen A. Malady, trained in the New York School of Social Work, experienced in public welfare. To help him with the extremely hazardous adventure of changing in midstream from a horse to a high-powered motor-boat came Mary P. Wheeler, experienced family welfare executive and teacher of case work, who agreed to loan herself for an initial and extremely strenuous six months. Fortified by the Ellis report and backed by the City Commissioners, the firm of Malady, Wheeler & Co. embarked on the job of overhauling the department at a time when the relief load was pyramiding at the rate of about 400 percent a year. The shoe-box files, the old-fashioned record forms and the cuspidors were first to go out the window. Next, by the new overseer's firm insistence on "transfers" to other duties in the Department of Public Works a tactful elimination of unsuitable personnel was effected.

Newark is, and was then, "on civil service." But civil-service tests for the Poor and Alms Department were the same tests by which the Department of Public Works got its sewer inspectors, plumbers' helpers and so on. Mr. Malady again stood firm, insisting that if he were to have a reasonable chance to produce results he must specify the qualifications for workers in his department. His firmness was so effective that when, in June 1931, the first civil-service test for the Department of Public Welfare was announced—by that time it had a new name—the qualifications were framed around social work with minimum requirements and typical tasks calculated to discourage the casual small-time political job-seeker. The result of this first haul of the civil-service net was a new staff of teachable young workers, with varying degrees of experience, but all good material with good educational background.

WITH an adequate office system and the makings of a staff Malady, Wheeler & Co. were ready to go with a three-point program of action.

First, a complete and prompt authentication of case load. It was hoped to do this with trained workers loaned from private agencies, but the over-burdened agencies could not spare their people, so eight hand-picked police officers were borrowed for the job of determining identity and re-checking the needs of the entire list of those "on the town." Queer things were turned up by this quick, but on the whole effective investigation, the net result being the removal of 946 cases from the relief roll representing a weekly expenditure of about $4300.

Second, training the staff. This, together with careful daily supervision, formed the big end of Miss Wheeler's job. Weekly sessions of a training institute resulted in much midnight oil burning over professional literature. Hours of toil on Miss Wheeler's part produced new record forms suited to the department's current problems and to the quick and convenient appraisal of accomplishment. For the first few months, stenographic help being out of the picture, case-histories were written in long hand, after hours. During all this time a continuing public interest demanded to know results virtually as soon as the day's work ended.

The third point in the program is a long-time one, as long as progress itself,—the organization and development of case treatment with the best modern methods and techniques. Efficient record systems, time-saving forms, continual and close supervision, new policies in administration, new standards in personnel, new cooperation with private agencies, new approaches to public understanding, are all a part of it.

THE problems of the reorganized Public Welfare Department do not end with the establishment of case-work treatment in the relief of families. Other important, if currently less urgent activities, which had to be brought along in the new set-up included the lodging house and employment bureau, the almshouse, camps for children, certain medical services, pauper burials and the alimony division which is credited with effecting some 1250 family reconciliations in the first year after reorganization.

The latest news in the development of Newark's public department is that nine top-notch case workers from private agencies, chosen by Mr. Malady and on private agency payrolls are to be loaned to the department to make possible a more efficient decentralization of work through district offices, each with an experienced supervisor and intake secretary. Commenting on this demonstration of cooperation between private and public agencies J. Isabelle Sims, welfare director of the Newark Welfare Federation says:

> It is obvious that it is practically impossible for a public department to secure in times like these a sufficient number of trained and experienced workers to meet the enormously increased need for supervisors as well as for visitors. . . . We believe that the new plan will be valuable to the workers as well as to the work. It will give the private agency folk first-hand experience with the conditions and legal limitations under which public employes function and will give backing and confidence to the workers in the department. And if it turns out as well as we expect it will be highly educational to some of the public officials and a good many private citizens who are still pretty tentative in their acceptance of the economic value of trained personnel to the community.

With this comparatively happy state of affairs the rejuvenated department looks ahead to progressive improvement. It is not all perfect of course. Much still needs to be done; old-line politicians still cast speculative eyes upon it. Although its structure is permanent its work is emergent under conditions of great difficulty. Its standards of relief are not adequate. Insufficient funds exercise the usual arbitrary dictatorship imposing too heavy case-loads and gauging relief by the degree to which a dollar can be stretched rather than by the needs of family life.

Says Miss Wheeler, now state manager of relief in the New Jersey Emergency Relief Administration:

> There was nothing mystical about this reorganization, there was no laying on of hands. Nothing but the miracle-working power of the combined spirit and determination of administrators and workers, public officials, progressive-minded citizens and private agencies, all bent on correcting a bad situation in the interest of the whole community, brought about the result.

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Security

By ALBERT G. MILBANK

HISTORY is replete with instances where people have changed their viewpoint as to what is of real value to them. At this moment a desire for security outweighs every other consideration—security for one's principal; security for one's income; security for one's job; security against the horrors of another war; security against the rising tide of organized crime; security against the growing indifference to the sanctity of contracts; security for health and happiness.

At no other time, during the past quarter century, has the desire for profits been so subordinated to the desire for security. Already this desire has begun to take tangible form. Never before in history could fifty-nine nations, possessed of incomparable machinery for war, have been persuaded to enter upon a Kellogg-Briand Pact in which war was renounced as an instrument of national policy. That covenant was not so much an expression of emotional or reasoned idealism as it was the product of a disillusioned human nature that had found to its cost that war did not pay. The Kellogg-Briand Pact may not, probably will not, prevent war but it does mark a complete reversal of national viewpoint in respect of the value of war as an instrument of national policy. Sometime—perhaps before long—we will find that unrestrained competition and the overemphasis of the profit motive in industry not only do not pay but if carried too far will end in certain destruction.

Underlying the shriller notes of the radicals we hear the undertones of the conservatives who remind us that the economic laws are inexorable. Without challenging this premise it seems pertinent to point out that the Law of Supply and Demand is not of necessity predicated upon maximum profits as the sole purpose of industry. The industrial age, it is true, has fostered that idea so that we had come to regard it as axiomatic, but if men have begun to question its validity, as in fact they have, just as they questioned the age-old belief that a successful war paid more than it cost, we are on the road to adopt for industry a Pact of Paris that will renounce, as instruments of industrial policy, greedy competitive methods to squeeze out the last drop of realizable profits.

So also when we are reminded of the immutability of the law of the survival of the fit it is pertinent to remark that men will not permit that law to work out to its logical conclusion. If they were so disposed, why the frantic efforts to provide work and home relief? Why the Gibson Committee and the call for federal, state, county and municipal aid to the destitute? It is because even those who preach rugged individualism have too much heart, when disaster comes, to stick by their intellectual convictions. Men shrink from letting the law of the survival of the fit become the law of the jungle. Hence, charity and the dole and a miscellaneous assortment of unproductive enterprises. But none of these methods suffices to furnish adequate relief and none of them goes to the heart of the trouble. Charity enforced by high pressure campaigns loses its redeeming spirit of philanthropy. Moreover, you cannot get blood out of a stone—nor, by the same token out of the stony broke. A dole, however camouflaged, is a miserable confession of failure to adopt preventive and constructive measures that would make a dole unnecessary. It is very easy to step over the line of making payments to those who cannot work to paying those who won't work, which quickly degenerates into paying men not to work. Creating enterprises, of little or no economic or social value, merely for the purpose of creating jobs may be justified on the ground of public emergency but if the causes back of the emergency remain uncorrected the emergency becomes chronic and the remedy will only aggravate the disease.

MY own belief is that a new era started with the catastrophic events beginning in the autumn of 1929; that each of these events (and there may be more to follow) have been and will be evidences of the corrective processes which always work, unperceived, below the surface during a period of depression just as destructive processes are always at work, unperceived, below the surface during a period of prosperity; that economically the country has been purged of inflated commodity and security values; that the people have become more realistic and more social-minded and are beginning to see more clearly what is of real value and wherein lies their real happiness and well-being.

But, unfortunately, there are still clouds which hide the sun.

It must be confessed that these clouds still create a grave menace and may even yet nullify much that has been accomplished in the past three years. Sound currency, a reconstruction of our banking structure and practices, a drastic cut in the costs of government, a balanced budget, reduced taxation, tariffs and debts, a dependable exchange for international trade, relaxing

MEETINGS of the Advisory Council of the Milbank Memorial Fund are given peculiar interest by the wide sweep of the addresses made to them by the president, Mr. Milbank. A year ago he spoke on Socialized Capitalism which, later published in Survey Graphic for July 1932, was widely quoted and reprinted. At the last meeting of the Council he spoke on Socialized Individualism, from which we are privileged to draw this brief article. It is significant that a man who is a leader in the New York bar, in business and philanthropy comes out for compulsory sickness insurance and unemployment insurance while holding the individual to his share of responsibility.

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the rigors of the anti-trust laws, subsidies to afflicted industries and to distressed groups, furnish a formidable array of controversial problems, all within the province of governmental action, that will challenge the wisdom and patriotism of the political leaders whom the people have chosen to give direction to their hopes for a better order.

Shall these hopes be realized by an obstinate refusal to face facts or by courageously facing conditions as they are? Shall they be realized by permitting the state to take an ever-increasing part, both in the business and social life of the country, or by stimulating the individual to carry his share of responsibility and by clothing business with a new dignity and a new significance? Will business prove its capability not only to produce and market useful commodities; not only to bear its share of the revenues needed by the state to perform the necessary functions of government, but also to further the social as well as the material needs of the people? If the answer to these questions is that we will rely upon the state, then we may as well admit here and now that we are headed toward a form of State Capitalism. Starting from the opposite philosophical pole we will, if we insist upon calling upon the state to assume those obligations which individuals and organized groups of individuals ought to assume, qualify ourselves for inclusion among Russia's Soviet Republics.

THERE is no gainsaying the fact that these obligations cannot be avoided. Someone must assume them and the question is, Shall we make the necessary provisions in times of plenty to provide for the lean years, or shall we squander our patrimony in riotous living and then depend upon the state, already weakened by the burdens we have placed upon it, to be resourceful enough to find a fatted calf to be slaughtered for the penitent prodigal? What we do now and for the next decade in choosing the course we will follow will have a profound effect on the future of the American people.

Americans are and always have been individualists. There is something essentially fine in their spirit of independence and self-reliance. There is something inspiring in their generosity, ingenuity and initiative. These are qualities well worth preserving. In our zeal for certain social reforms, we should take great care not to destroy these qualities and weaken the fiber of a great nation.

Now is the time to capitalize this well-nigh universal desire for security. The five major hazards of life are death, accident, sickness, old age and unemployment. A well-rounded program of social insurance would cover them all. Such a program is not unattainable.

Already group life insurance has made tremendous strides. The workmen's compensation acts of the various states make reasonable provision for industrial accidents. Pensions and retiring allowances are common practice. The only risks against which little or no provision has been made are the hazards of sickness and unemployment. Sickness insurance—or more precisely insurance against the cost of medical care—is needed. This, as you know, is recommended by the Committee on the Costs of Medical Care as a voluntary and local measure. But, in my opinion, such insurance will not produce the results contemplated unless the scheme is compulsory and at least state-wide in its scope. The creation of unemployment reserves to minimize, if not wholly insure against, the consequences of layoffs, whether they be due to seasonal, technological or cyclical causes would complete the social insurance program.

The question which immediately occurs to one is whether this is the time to ask the industrial goose to lay this golden egg when industry itself is numbered among the unemployed and is quite incapable of laying any eggs at all, much less one of the golden variety.

My answer is that this is the time to seek from the legislatures of the various states action that will commit the states to the principle of unemployment insurance to become operative when business conditions improve sufficiently to make the plan effective. It has been suggested that the state legislatures should adopt a plan to be declared effective by their respective governors when the indices of employment and business activity warrant a belief on their part that industry has reached a point that it can sustain the burdens incidental to the operation of the plan.

The states should also be asked to provide for the appointment of representative commissions which, through coordinated efforts, would work out a detailed plan of operation. I would like to see the new secretary of labor, with her unique experience and rare talents, act as the sponsor for a conference of such state commissions, if appointed, or of representatives of the states if such commissions are not appointed, to insure the maximum uniformity as to plans that will not only benefit labor but at the same time be helpful and not harmful to the general financial structure of the country. The plan, it seems to me, should be based on certain fundamental principles.

First: It should be reasonably adequate to meet the strain that will be put upon it.

Second: It should be on a contributory basis and, for the same reasons that the employe's contribution should be limited to a percentage of his wages when received, so the contribution by the employer should be limited to a percentage of profits when earned.

Third: The part to be taken by the state should be restricted to supervision and regulation.

Great care and thought must be given to the handling of the reserve funds as they accumulate in ever-increasing amounts during periods of prosperity. How will they be invested? How will they be made available when needed? What will be their effect upon the intricate financial structure of the country? All these questions present their difficulties but to my mind the difficulties are not insuperable and the benefits, social and economic, are so incalculable that given a will to solve them their solution may be taken for granted.

IN conclusion may I again urge you not to forget the unsolved problems which rest in the hands of the public authorities. Interested as you are in new social reforms, keep constantly in mind the importance of preserving the social gains already won. You can do this most effectively by doing your part toward sustaining the hands of the President in restoring to a healthy condition an economic structure which is showing some signs of convalescence but which may yet suffer a serious relapse unless the treatment, thus far effective, is continued. It is a time when social and labor leaders should make common cause with the leaders of business and finance to support the President in his efforts to solve these problems on sound principles and in a way that will preserve and not destroy those fine traits in American manhood which are essential to the future welfare of the Nation.

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Swapping Horses in a Flood

By GERTRUDE SPRINGER

TOO cumbersome to be swift, too large to be decisive, too diverse to be united, the Emergency Work and Relief Administration of New York City, two months before the normal expiration of its term of appointment, resigned in a body and asked Mayor O'Brien for a new deal in the administration of the city's relief funds of seven million dollars a month. To insiders who knew the accumulated difficulties in the fourth winter of trial-and-error method, the action of the commission, made up of fifteen citizens and social workers, was not unexpected. To outsiders and to a large public, gunshy since the Seabury investigation, it brought a shock of apprehension lest the great relief field, relieved of its citizen guards, become pasturage for politicians. This fear of political exploitation of relief read into the published statements of the resigning leaders an ambiguity which was magnified by a cloud of rumors.

The appointment by Mayor O'Brien of a commission of five to succeed that of fifteen is in line with the recommendations of the retiring body, as is his designation of Frank J. Taylor, commissioner of public welfare, as its head. Other members are less well known for their experience and capacity in welfare work than for their qualities as citizens. Although under the New York law work-relief is administered by a citizen board and home-relief by the commissioner of public welfare, the effect of Mr. Taylor's appointment will be to bring both divisions under a single head with the public represented by a non-political board small enough to function readily and responsible enough to withstand the inevitable political pressures to which any public office-holder, such as the commissioner, is subjected.

New York's trial-and-error experience in the assembling and operating of emergency relief machinery capable of bearing the load is no different from that of other cities except in size. The enormous sums involved and the great numbers of people affected have demanded the utmost precautions against exploitation. In three years there have been three changes of financial base; first from exclusive private effort to private plus municipal, and then to private plus municipal plus state, with frequent breaks of continuity and a constant transfer from one responsibility to another of whole blocks of cases sometimes thousands in number. Added to this confusion have been the hampering provisions imposed by an outmoded city charter and the restrictions of state laws not framed to meet metropolitan conditions.

As distress deepened and widened one emergency set-up after another found itself swamped by the varieties of pressures inherent in the situation. At the top was the relief administration of the city, its operation conditioned by law, by available funds and by human capacity. At the bottom was the great mass of desperate people frightened into panic, each unable to realize that his was not a unique situation and in his distress turning to his natural friends, —his clergyman, his district political leader, such social workers as he knew. From these intermediaries making special claims for special people came the urgencies which were hardest to withstand and easiest to understand. There have been many rumors of organized political pressure on the commission,—"Tammany is putting on the screws to get control of the relief funds"—but this is stoutly denied, privately as well as publicly, by members of the commission. The will to reorganize the relief administration came, they insist, not from the outside but from the inside, from the members themselves who realized, after a year of experience, that so large a body, so diverse in its views, could not function swiftly and effectively in a situation as changing and compelling as a river in flood. Only a small, fully responsible body clothed with authority to deal with the whole situation and not with just a part of it could hold its ground. That the head of that body should be the commissioner of public welfare was logical and necessary. That the record of the commissioner indicated competence and trustworthiness was fortunate.

LEADERS in social work in New York as elsewhere are fully aware of the glittering temptation to political exploitation that attaches to the distribution of relief funds. They are sufficiently realistic to admit that political influence can never be wholly eliminated though they insist that in New York it has not been a major characteristic of the relief situation. How successfully it is resisted, from whatever powerful source it emanates, must depend first on the integrity, courage and independence of the relief administration, and finally on the courage and candor of the social workers and others who, close to the results of the system, seeing at first hand how it affects the lives of people, are not afraid to tell the truth, let the chips fall where they may.

Since the effectiveness of systems hinges on the effectiveness of people, the New York Welfare Council finds encouragement in the personnel of the new commission and of a small committee on survey and review appointed by Mayor O'Brien to follow the whole relief situation, its coverage, its gaps and its lags, and to report to him personally. This committee includes C. C. Burlingham, active and aggressive president of the Council; G. Richard Davis, associated with the Jewish Federation, and Alfred J. Talley, a former city judge without apparently any notable welfare affiliations.

These then are the defenses which New York, confused and anxious over the business of swapping horses in the middle of a turbulent flood, has imposed against the possible danger of exploitation of the great sums dedicated to the needs of the 170,000 families now dependent on public relief. No one believes the danger is over or will ever be over or that watchfulness can be relaxed. But the new set-up puts responsibility squarely in one place and vests it with an authority that leaves small opportunity to pass the buck for sins either of omission or commission. Each member of the new board has promised to give full time

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The New Commission

FRANK J. TAYLOR, commissioner of public welfare, chairman.
HENRY ESBERG, retired business man, member of boards of various social agencies.
REAR-ADMIRAL FREDERIC R. HARRIS, U. S. N. (retired), consulting engineer.
MRS. SOL STROOK, trustee of Montefiore Hospital.
ARTHUR S. TUTTLE, former chief engineer, Board of Estimate.

The Old Commission

LAWSON PURDY, chairman, director Charity Organization Society.
JOSEPH J. BAKER, lawyer, president Brooklyn Jewish Hospital.
S. SLOAN COLT, banker.
WILLIAM EWING, banker.
MARY L. GIBBONS, director, Emergency Home Relief Bureau (City).
WILLIAM HODSON, director, Welfare Council.
SOLOMON LOWENSTEIN, director, Jewish Federation.
WILLIAM H. MATTHEWS, director Emergency Work and Relief Bureau (Gibson Committee).
GEORGE V. McLAUGHLIN, banker.
FRANK L. POLK, lawyer.
VICTOR F. RIDDER, publisher, president State Board of Social Welfare.
ALFRED E. SMITH, former governor of the State of New York.
JOHN A. STEVENS, engineer, business executive.
FRANK J. TAYLOR, commissioner of public welfare.
RALPH WOLFE, banker, president Jewish Social Service Association.

and attention to his duties. If he fails to grasp the true inwardness of the relief situation, if leaks in the dike become apparent, the public will have a right to ask why, and to demand an unequivocal answer.

The change of horses, disturbing as it was to general confidence, has had the effect of bringing out into the open certain inadequacies and inequalities in the relief system of which social workers have been acutely aware, faults which may not bulk large in the statistical picture but which work unnecessary hardship on whole groups.

Take, for instance, single women, in New York a large and peculiarly defenseless group. The regulations are rigid that a woman must be "domiciled" before she can receive public aid. By definition therefore a girl who has moved repeatedly from one cheap room to a cheaper one, and who must finally leave her last poor shelter has no claim for public assistance because she has no domicile. The Women's Division of the Emergency Work and Relief Bureau, known as the Gibson Committee, has been the champion of these girls and has befriended thousands of them with work-relief. But the committee's funds are approaching exhaustion and these girls, well aware that they have no approach to public aid, are in a panic of fear at what lies ahead. Even when a girl can, by hook or by crook, establish a technical domicile, the relief in kind supplied by public aid is a new hardship. Flour, rice and dried beans are pretty hopeless when you live in a tiny furnished room with a smuggled gas-plate or electric-iron as the only means of cooking—and lucky if you have either one. Single men who, like the women, "do not fit easily into the general relief program," are in little better case.

Back of all this has been the whole round, month after month, of cashless relief for families with its paralyzing effect on the self-respect of human beings. "The rule is cruel and demoralizing at all times," says William H. Matthews, director of the Gibson Committee's work, "but in the case of single men and women it is senseless as well. The law stipulates relief in kind, thus blindly penalizing the competent many for the incompetent few. But the law can be changed. If a relief law or a relief program does not fit the needs of the people why do we not change the law or the program to fit the people instead of distorting people to fit programs? Laws and programs are not sacrosanct."

The exhaustion of the Gibson Committee's funds and the necessary dismissal of large numbers of family men who have earned cash benefits on work-relief projects, has shown up to the public another defect in the relief machinery and has raised some sharp questions. Take, for instance, a group of some three thousand men, heads of families, whose need for assistance was indubitable. They had been investigated and re-investigated and investigated over again. They were assigned to work on public projects on public property, though they were paid with private funds. When these funds failed it seemed logical, even to dimly intelligent people, that these men should be transferred without interruption to public work-relief funds of which there was at the time no shortage. But rules and routines prevented so simple and humane a procedure. The men must be dismissed by the Gibson fund, must apply for home relief, must take their turn for another investigation, and if found eligible might then be transferred to work-relief to be assigned when and as work-projects were developed. What would happen during the weeks required to go through all these motions was simply nobody's business.

It so happened that at this same time the city was reducing its regular payroll, trimming down department staffs to meet budget cuts. At once incidents were reported that raised sharp questions. Were city officials taking care of good party men, dropped from the payroll, by slipping them under the side of the relief tent? Did the intricacies of the relief organization permit the maneuvering which would make relief funds a snug parking place for political lame-ducks? As has been said, the Seabury investigation has given New York a low boiling point for suspicion of political abuse of public funds.

The objectives of the new centralized relief administration are no different from those of the old one nor from those of any intelligent, sincere body in any city: help for those who need it, sure, swift and continuous, with no part of the city uncovered and with the door never closed. That the program has had gaps and breaks is no indictment of the old administration handicapped by its own weight and by divided authority, but it is a definite challenge to the new one. The new administration has the record of three years' experience to steer by. It knows the weak spots. It knows the points from which pressure will be exerted. It knows that the only safe and sound way to handle relief is to take each case in its turn and deal with it on its merits regardless of political, religious or social influence. It knows, or should know, that the public, still a little confused over the new deal, is in no humor for marked cards, for cards slipped from the bottom of the deck, or even for another misdeal.

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Where Relief Includes Medical Care

By H. JACKSON DAVIS, M.D.
Director of Medical Care, New York State Temporary Emergency Relief Administration

UNDER the emergency act passed in New York State in 1931 for home and work relief, medical care and medicines supplied to relief clients sick at home are classed as necessities of life, along with food, shelter and clothing. At the end of a year's operation of the law, variously interpreted and used by different communities, the Temporary Emergency Relief Administration undertook a series of surveys to find out the present needs for medical care among relief clients, and the ways in which it can best be given. From this followed a statement of standards and regulations for medical relief just adopted by the Administration in line with recommendations of the State Department of Health and a committee of the New York State Medical Society.

Is sickness unusually prevalent among the more than three hundred thousand families now on relief rolls in New York State? Nurses on the staff of the State Department of Health made a detailed study early in December of sixteen hundred families chosen at random from the files of public-welfare agencies in eleven communities representing city and country conditions and different kinds of industrial settings. Sicknesses reported by these families during the preceding three months indicated a morbidity rate somewhat higher than that found in a study of 8600 representative American families by the Committee on the Costs of Medical Care (see Survey Graphic, December 1932, p. 634) or a study made by the United States Public Health Service in Hagerstown, Maryland, ten years ago. While sicknesses were not much more numerous among these unemployed families, they were, however, more prolonged. More than 40 percent of those disabled by illness on the day of the survey had been ill for more than a year. Among those who had been ill for less than a year, the average illness lasted more than twenty-five days. Commenting on the study, Edgar Sydenstricker, research director of the Milbank Memorial Fund, declared in a letter to the state commissioner of health, Dr. Thomas Parran, Jr.:

> I cannot help feeling that your study indicates a much higher morbidity among families hit by the depression than I had expected. The chronic morbidity rate is extraordinarily high and since only those illnesses which lasted over a year are classed as chronic, I suspect that your survey included not only the persons who were very seriously affected by the depression but was heavily weighted with families in which sickness itself was a cause of poor economic status.

The facts gathered by the nurses for this representative sample of New York State's relief clients showed a group of people who had carried the burden of unemployment by means of their savings and the help of friends and others for a surprisingly long time before they had recourse to public relief. On the average the head of the household had been without work for 22.4 months and the family had had public relief for only a little more than nine months.

More than half of these disabling illnesses reported by the families (54 percent) had received no medical attention whatever. In those which did receive medical care, 61 percent of the visits were made by physicians designated and paid by the public authorities. The remaining 39 percent of the visits were made by family physicians. Half of the patients who had been cared for by their family physicians said they expected to pay the bill some time, but among families so destitute these visits of family physicians must have represented in large part a gift of care.

In only two communities was nursing service provided for public-welfare clients. Competent graduate nurses could reduce the need for hospital care, sift out unnecessary medical calls, and give health instruction to people greatly in need of it. Several hundred questionnaires were sent throughout the state to graduate nurses listed with representative nurse registries. The 194 replies from thirty communities pictured the economic distress among nurses themselves. These nurses had worked for an average of ninety-four days during 1932 and had received an average income of $478 for the year. The highest income reported was $1105. Most of the nurses reported themselves as wholly dependent on their earnings, many had one or more persons dependent on them; in most cases savings were or soon would be exhausted. More than 90 percent said they would welcome work relief at relief wages of $3 or $4 a day.

SUCH a project was started in mid-February. At the present time more than two hundred nurses, certified by welfare authorities as in need of work relief, are employed in fifty-three communities of the state at a salary of $17.50 for a five-day week, giving bedside care to relief clients sick at home. Nurses are allocated to communities where relief clients need more nursing care, where local nurses need work relief, and where competent nursing supervision can be given by an existing agency.

The standards recently adopted by the Administration and approved by the Council of the State Medical Society establish regulations for medical care under which the Administration reimburses welfare authorities 40 percent of the approved expenditures, as provided in the emergency act. Authorized expenditures for physicians' services are reimbursed on the basis of not more than $2 for a home visit, $1 for an office visit. This provision does not preclude payment of higher fees by local welfare authorities in exceptional circumstances. An authorization for care is for a period not exceeding two weeks and not more than ten visits. Cases of chronic illness are handled individually, in general allowing not more than one visit a week for a limited period. (For detailed regulations see Health News, the bulletin of the New York State Department of Health, March 13, 1933). The State Medical Society has requested each county medical society to appoint a committee to confer with local commissioners of welfare at least monthly on questions of mutual interest. It is believed that this development of the plan, providing official cooperation between public-welfare officers and the organized medical profession, will promote the common interests of patients, doctors and taxpayers.

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Are Relief Workers Policemen?

By G. S.

> What shall the untrained investigator do when she observes in homes such situations as:
>
> Bootlegging?
> Deserted wife with children on relief, living in sin with a lodger?
> Father periodically drunk and (a) cheerful, (b) abusive to children?
> Father demanding shotgun marriage for reluctant daughter?

"I'M so disturbed, Miss Bailey, about something my daughter told me at breakfast. She'll tell you herself of course, but it seems to me you ought to know right away, so I just rang up. I'm afraid there's something seriously wrong with one of those families you sent her to yesterday. I'm afraid—well, there seems to be *a man in the case!* Isn't that *terrible?* My daughter said she never imagined such wretched children, but even if you're poor, sin is *sin*, isn't it?"

Miss Bailey wondered. Wearily she turned through the cards of the new applicants. Only yesterday she had sent out four new investigators to visit these families. Recalling her own long and careful preparation before she was entrusted with a first interview, she had had a qualm. But these four had shown themselves promising and intelligent in the three-day training institute where, with her best discussion technique, she had tried to clear their minds of preconceptions and to establish bases for judgments. And now the very first day along came sin, which, Miss Bailey admitted with a sigh, she herself with all her training had always found difficult and baffling.

Yes, here was the card. Deserted wife, four young children, unemployed lodger, case reported by neighbor who says children are cold and hungry.

Miss Bailey wasn't sure what she could do about sin with four children needing to be fed, but at least one thing was clear; "my daughter" had failed to take in the meaning of that "confidential relationship" with the client on which the institute instructor had dilated long and earnestly. "Because she probably doesn't name names she thinks it's all right to dish up family tragedies at breakfast. Well, I'll have to try again." And Miss Bailey made a cryptic note on her calendar for further conference with "my daughter."

Sooner or later the family visitor is bound to encounter sin behind the door that opens to relief. What to do about it, if anything, is not easy to decide even for the seasoned case worker schooled in tolerance and trained in detachment. Adjustments of intensely personal situations rooted in remote causes and complex relationships have always called for the highest skill with time as the essential tool of treatment. The new recruit, inexperienced in social work, driven by an overwhelming case-load, is troubled and confused when situations counter to her own code are thrust into her view. In her quick preparation for her job she gained a general idea of community resources, of agency policies and rules and of the ethics governing her relationship with families, but—"Isn't this case different, Miss Bailey? Shouldn't I do something about it?"

If one may judge from the practice of a considerable number of supervisors of newly recruited visitors with all manner and shades of background, the best answer to this query, if the discussion is to be productive is, "Well, what, for instance?"

"The futility of trying to make over morals in the brief contacts which the relief worker has with the family is better realized when a concrete case is discussed," said the supervisor of a big-city relief district where a case-load of two hundred is not counted too heavy for an erstwhile young bookkeeper out of a job. "Just to set down on paper the cans and the can'ts, given the circumstances in which we are working, is usually enough to convince the most zealous moralist that, lacking the tongue of angels, she had better keep out of tangled personal relationships and direct herself strictly to her own job—that is, to get food-orders out on time, to keep her records up to date and to be sure that every family on her list is covered on regular schedule. With things as they are, even that is more than she will probably be able to do.

"In conferences with new workers I try to eliminate all general discussion of the right or wrong conduct of families on relief except as it relates to their eligibility for relief. We cannot be concerned with sin, either by your definition or mine. We are keenly alert to cruelty and sickness. Those are things we can do something about and promptly. But where codes of conduct are involved we discourage judgmental attitudes in the visitors."

FROM another big city, from one who last year supervised a relief district and is now training workers for all the districts, comes similar comment: "The new investigator who can deal unemotionally with clients is of course very rare, no matter what her earlier experience may have been. We find that the thoughtful talking out of concrete problems with the supervisor with some discussion in a small group is the best way to increase a worker's capacity for dealing with problems uncolored by our own personal reaction. It is fairly easy to teach newcomers the practices we follow in relief and the rudiments of the laws or policies that govern our rules; it is much harder to give them the mental slant that will free them of preconceptions and enable them to meet every issue on its merits, forever aware of the viewpoint of others and of how they got that way.

"Take bootlegging for instance. I see no reason why it should be approached by the relief worker as a moral issue. At the point where we touch the family life it is entirely a matter of finances. If bootlegging appears to be contributing to the family income to a considerable extent it should be investigated like any other resource. Perhaps it is so profitable that the family is ineligible for relief. Usually it is a small side-line with such uncertain and negligible profits that they cut no figure in the family budget. In any case it has nothing to do with the basis of relief, which is need and not morals.

"Likewise with the woman 'living in sin' with the lodger.

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The worker's concern with the lodger is only with his economic status in the family. If he is contributing to the household support and the family life seems reasonably normal he will be considered as a resource in the budget. If he isn't, if he must be included in the food order, his status will need to be discussed, but as a matter of economics, not morals. If he is abusive to the children the problem is treated from that angle. I cannot imagine needed relief being withheld from a woman and four helpless children because of 'a man in the case.'

"I do not see that the emergency relief worker has any place at all in the matter of a proposed shotgun marriage. It is possible that if she had time and skill a discussion with the father might clear the air. But given an overburdened and untrained worker I feel that unless the daughter appeals to her for help and she can send her to some organization equipped to give it, the worker should not enter into the situation at all—indeed that she should avoid any involvement in it. Just as sure as she takes cognizance of it she will find herself on one side or another of a family row, making new trouble for everyone and helping no one."

The discussion of students in training of concrete cases involving lapses from the accepted code brought out a general opinion that the determination of need and the protection of children is about as far as the relief visitor can or should go. Take a drinking father for instance: "We should not feel qualified to attempt to reform him," concluded a midwestern group, "but we should want to find out what effect his drinking had on the children. If it was depriving them of food or if we knew that they were subjected to abuse on account of it, then it would seem to become our business—not because we are relief investigators but because we are good citizens who would not tolerate mistreatment of children. But we would not think that our function of dispensing relief gave us any more right to act than we should have anyway. If we felt obliged to act we should first find out the law in the case and then call in the proper agency with more time and skill and perhaps authority than we have. Certainly if the mother and children needed food we would not withhold an order because the father was on a spree, even if he smashed a few dishes or did a little slapping in the course of it."

A group of volunteers went behind procedures to the discussion of the worker's own adjustments. Said one: "We must forget our personal code of conduct and apply only the rules of the organization we are working for." "But," said another, "if we feel the organization's code lower than ours, that is if we feel ourselves superior, will we be able to do our work happily and effectively?" "It isn't a question of lower or higher," summed up a third, "but of the tolerance that each one of us has in herself. We can disapprove these things for ourselves but suspend judgment on other people. After all, what right have we to impose our standards of conduct on these helpless people? Going into their homes armed with a grocery order makes it hard enough to establish frank, friendly relations. If we go clothed in righteousness, with a moral chip on our shoulders, we'll never gain their confidence. It seems to me that we just have to take people as we find them and go on from that point."

THIS is one of a series of articles drawn from the day-by-day experience of people directly on the relief job to whom new workers without extensive training bring the problems they encounter in the families they visit. The questions are bona fide. The discussion is from supervisors, necessarily realistic, who must instill into the recruits the attitudes of mind on which to base judgments and decisions. The first of these articles, When Your Client Has a Car, was published in The Survey of March 1933. The next, What Price the Power of the Food Order, in an early issue.

OLD clichés die hard and in many communities public opinion even in these times would like to feel that all the "poor" are "worthy."

"I don't know whether we are policemen or not," says a supervisor in a small city who recently took her long private-agency experience into a public department. "We try not to be, though I suspect that the public would support us in a high moralistic stand. Perhaps for that reason we sometimes make gestures, call it passing the buck if you like. We usually report cases of bootlegging to the prohibition authorities. Nothing much seems to happen, but our consciences are clear as we continue to look after the families that need our help. Our bootleggers are not the prosperous kind. If we have reason to believe that a woman is living in sin we weigh the whole situation as it affects the children. If she is a bad mother as well as sinful we may refer the case to the Society for the Prevention of Cruelty to Children. We are chary of this, however, for unless a good deal of time and skill can be expended we are apt to end with a situation full of resentment with nothing really constructive accomplished.

"In any case we urge our visitors not to get excited over moral situations but to stick pretty close to the limitations of the relief job. We urge them too to try to overlook father's periodic sprees and unless the children are flagrantly abused to content themselves with making their lives as bearable as possible. Of course, if we catch father wielding the business end of a leather belt or find the children cowering under the bed we call in the S. P. C. C. at once.

"As a general rule we discourage moralistic judgments on the part of the workers and try to keep treatment at a pretty common-sense level with need and not conduct as a basis of decision. We do not call this 'case-work' but 'planning that would seem to be helpful to the family.'"

By and large the supervisors and discussion groups of visitors in training agree that except in rare cases unseasoned investigators should keep aloof from a family's personal relationships. Until the necessity for relief opened the door to the visitor these matters were, they conclude, settled within the family. They should be so settled now. The visitor who, in the pressure of work, can see a family not oftener than once in two or three weeks cannot possibly arrive at an understanding of family difficulties, much less straighten them out. To attempt to do so will weaken the visitor's own emotional reserves, tempt her to use relief as a club to impose her own ideas on the family and sooner or later will cost her the confidence of the family and reduce her relationship to that of a futile and fumbling meddler in intimate situations which, but for the accident of unemployment distress, she would never even have known about.

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Full-time with Overtime

By ANNE ROLLER ISSLER
Pacific Coast Representative of Survey Associates

IN these depressed days when reports from industry are mainly concerned with lay-off, broken time, repeated wage cuts, discarded welfare programs and the need for relief, it is a heartening thing to come upon a little oasis where the 1929 force of wage-earners is working full time with eleven and a half months' employment guaranteed them in 1933, including a half month's vacation with pay.

This story comes from California, where the Samarkand Ice Cream Company, manufacturers of ice cream and other frozen desserts has plants in San Francisco, Oakland and Los Angeles. It is not a large concern. There are fifty-three regular employes, and twenty-five or thirty temporary workers, principally students, are taken on in rush seasons. But it is a story of large social vision translated into effective business terms. The company is operating on a guaranteed wage plan, adopted in the fall of 1929.

The manufacture of ice cream is a seasonal business. Production rises to a sharp peak in summer and drops to low levels in winter. How has it been possible, under the handicaps in the business to reduce unemployment to zero? And what are the prospects for continued stability?

J. P. Rettenmayer president of the Company states:

> Our program was adopted after ten years' careful study, not as a paternalistic welfare measure but as a sound business policy. We believe that in time this program will commend itself to other employers, not because of its benefits to employes but as a means to business stabilization. We expect to be able to show that all parties concerned—employes, stockholders, dealers, purveyors and the public—will benefit by such industrial relations, which to be sound in the economic sense must be socially just.

The program includes, in addition to guaranteed employment, yearly medical examination and advice, health and accident insurance, group life insurance, a pension system, a credit union, thrift promotion, profit-sharing, and stock ownership in the event of Mr. Rettenmayer's death. The company's cost of the program amounting to $140 annually for each person employed is paid out of current income.

Four factors have contributed to the success of the program: the management's recognition of the compatibility of social mindedness and economics; flexibility of operation; modern plants; reduced labor turnover.

I first met Mr. Rettenmayer in 1930 when he served as chairman of the industry section of the California Conference of Social Work. I recalled that meeting to Mr. Rettenmayer when I went to him for some of the material on which this article is based. His comment was an interesting expression of the attitude which is, in large measure, responsible for the Samarkand program. He said:

> That was a good conference. I very much enjoyed the contact with social workers, even though their knowledge of economics sometimes lagged behind their social viewpoint. I hope the time will come when social workers will have a keener appreciation of the problems of business, and business men a greater social vision. In fact, I should like to see all California employers members of the California Conference of Social Work, now a closed book to most of them; we ought all to be studying social trends at this time when they are dramatically acute.

The company has tried to make its plants as compact as possible and as flexible as necessary. It has endeavored to get the maximum utilization of equipment and personnel, in order to keep production costs within reasonable limits, while giving good value and service. That there were offsetting benefits to the company's cost from the time the program was initiated is shown by the fact that the company's labor costs compare favorably with those of eighty-eight ice-cream manufacturers reporting to the information exchange department of the industry's international association.

Flexibility of operation is an essential factor. Assured of steady work and the other benefits of the program, the workers take a personal interest in the business as a whole. Workers are shifted from one department to another, both in busy and in slack seasons, and management can count on understanding and cooperation from plant and office force. While the eight-hour day is ordinarily maintained, no overtime is paid should extra work be necessary during the busy season. All vacations are scheduled between October 1 and April 1.

"Anyone, however, may be called upon to fill another person's job in an emergency," Mr. Rettenmayer states. "For instance, should rush orders come in when all the trucks are out, an office employe might be asked to make the delivery of ice cream with his own car."

Gain in stability and efficiency has followed a two thirds reduction in labor turnover since the present program went into effect. According to a recent study made by Louis Bloch for the California Department of Industrial Relations, the percentage of maximum over minimum number of employes a year ago in the Samarkand Company was 38, the average for six other ice-cream companies in the state was 117. Were it not for the occasional need for temporary help, the labor turnover at Samarkand would be still less, for there has been no lay-off from the regular force since the program was adopted, three and a half years ago. Freed of anxiety about their income, their health safeguarded, a savings and pension scheme to provide for the non-earning years ahead, the employes of this company give full attention to their jobs.

The advantages to management, workers and stockholders from this plan are obvious enough. As to the public benefits in such an enterprise, one has only to note the facts: through job security the purchasing power of the employes of the Samarkand Company is fully preserved, and through the application of this policy none of its workers has had to join the army of unemployed.

While 100,000 workers in San Francisco County, 399,000 in Los Angeles County, and 56,000 in Alameda County, are without financial security because of unemployment, the employes of the Samarkand Company in these three cities are working full time, living and spending normally, and aiding in a generous measure the community funds of their respective cities.

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THE COMMON WELFARE

Three-Fold Federal Relief

IT has been apparent ever since his first pronouncements on the subject of federal unemployment relief that President Roosevelt would break away from the system of loans to states under the act of July 21 which tied unemployment relief to the tail of the Reconstruction Finance Corporation. It presently developed that his program was three-fold: 1, conservation corps enrolling men for immediate work on public lands; 2, grants to the states for relief purposes; 3, a broad program of labor-creating public works. This last has not yet taken legislative form.

The first of these proposals, a new idea to Congress and to many others, aroused considerable debate, not, it should be noted, on its principles—they have been demonstrated in the California forestry camps—but in its details, its method of recruiting, military regimentation, rate of pay and so on. Whatever the final form in which this project emerges—and it is dear to the presidential heart—it seems likely that in operation it will draw in not family men from large cities, but the footloose men and boys now wandering over the country.

The President's program for grants to the states for relief purposes represents a considerable advance along the road blazed by the original Costigan-LaFollette bill. To the sponsorship of the Colorado and Wisconsin senators the present bill adds that of Senator Robert F. Wagner of New York. This new bill would make available through the R.F.C. a fund of $500,000,000 under the control of a federal relief administrator appointed by the President and responsible to him. The R.F.C. would function only as the fiscal agent. Of this fund $200,000,000 would be available to the states on the basis of their expenditures of public-relief monies, state and local, the federal administrator reimbursing the states for one third of such expenditures in each three-month period. The remaining $300,000,000 would be held as a discretionary fund to meet needs in states without adequate resources. The relief administrator might also make grants to states for the care of transients and to aid cooperative self-help associations for the barter of goods and services.

The bill as introduced does not go as far in its requirements of evidence of performance by the states as social-work leaders hoped it would or as the experience of the past nine months would seem to justify. It does not specifically give the administrator power to withhold a grant from a state for any reason except lack of need. But by implication at least it makes it possible for an administrator with sufficient backbone, supported as presumably he will be by the President, to require from the states a showing of organization and program and evidence of competent leadership.

Many months ago The Survey pointed out to its patient readers that federal funds in whatever amount were no cure-all for the ills that relief administration is heir to. Only the states, by vigorous action, strong leadership and competent direction, can get these funds promptly and in adequate degree into the places where they are needed,—into the homes of helpless, long-suffering people. However this present relief bill comes through the Congressional mill it is already clear that relief administration, whether for good or ill, will still be up to the states and to the citizens thereof.

In the Balance

WHILE unemployment insurance bills are pending in twenty-three states, this measure of security for wage-earners is still in the balance as we go to press. Most of the bills under consideration are based on the plan sponsored by the American Association for Labor Legislation and repeatedly modified and strengthened since it was originally framed. In general this scheme (as embodied in the Mastick bill before the New York Legislature and backed by the conference committee organized early in the winter) is based on: compulsory contributions only from employers, with provision for voluntary contributions from employes; a short waiting period; a maximum benefit period of one week for each three weeks of employment during the preceding year; maximum rate of benefit of fifteen dollars a week; separate funds for each employer with provision for voluntary pooling of funds within an industry or a community; reduced contributions with increased stability. A new section this year provides that contributions to the fund shall not begin until the upturn in factory employment amounts to a 20 percent increase over the figure for February 1933.

This plan has its roots in the Wisconsin act of 1932. A chief variant is the Ohio plan, based on the notable report of the State Commission on Unemployment Insurance (see The Survey, Dec. 1, 1932). The Wald bill in New York, sponsored by the United Neighborhood Houses, follows this line and provides for compulsory contributions from employes as well as employers; increased benefits for the worker with dependents with a maximum of $17.50 weekly; and a general fund rather than funds segregated by plant, industry or community, this to be made the basis of a rating system later on, which would be to the advantage of industries that stabilize. Minnesota is considering a bill drawn to protect the worker against cyclical rather than seasonal unemployment (see The Survey, February 15, page 58); and the Massachusetts commission has brought in a bill in which the Wisconsin principle has been further developed. One of the most liberal measures is that drawn by the Baltimore Commission on Employment Stabilization (see page 165) which at this writing has just passed the Maryland House without amendment.

Those who have borne a part in the long fight for compulsory unemployment insurance in this country may hold to this scheme of legislation or that, but they are united on urging recognition of the principle on the statute books while the drastic lessons of the depression are sharply in the public mind. Most of the state legislatures adjourn this month or next, not to meet again till 1935. Unemployment insurance must come now—or once more be indefinitely postponed.

Brandeis Dissenting

LAST month the United States Supreme Court handed down a decision wiping off the statute books the Florida law laying a tax on chain stores. But the "Chain Store Case" is likely to be remembered by the public, as are so many Supreme Court decisions of the last two decades, not for the verdict of the court but for the dissenting opinion of Justice Brandeis. The majority of the court held that the provision of the law increasing the tax in proportion to the number of counties covered by each chain was discriminatory. From this Justices Stone and Cardoza dissented in part. Justice Brandeis performed his accustomed public service of looking at the social as well as the legal questions at stake. Briefly, he argued that the Florida tax law was aimed at the giant corporations and that the state legislatures have the right to single these out for taxation, even to the point of putting them out of business. He reminds us that doing business in corporate form is a privilege, not a right, and he points out that "business may become as harmful to the community by excessive size as by monopoly or the commonly recognized restraints of trade." He concludes:

> There is a widespread belief that the existing unemployment is a result in large part of the gross inequality in the distribution of wealth and income which giant corporations have fostered; that by the control which the few have exerted through giant corporations, individual initiative and effort are being paralyzed . . . that only by releasing from corporate control the faculties of the unknown many, only by reopening to them the opportunities for leadership, can confidence in our future be restored and the existing misery be overcome. . . . If the citizens of Florida share that

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belief, I know of nothing in the federal Constitution which precludes the state from endeavoring to . . . prevent domination in intrastate commerce by subjecting corporate chains to discriminatory license fees. To that extent, the citizens of each state are still masters of their destiny.

Justice Brandeis was not able to convince his colleagues by his learning and eloquence. The fourteen corporate appellants, including the Louis K. Liggett Company, Parson's Inc., the Nunally Company and the Melville Shoe Company are rejoicing in the decision of the court. But Brandeis, dissenting, has once again contributed greatly to our understanding of the real issues involved in the case at bar.

Minimum Wage Before Eight States

WIDESPREAD concern over sweatshop standards of wages for women workers and young people during the depression finds expression in a growing interest in the possibilities of minimum-wage legislation. Profiting by the reasons given by the Supreme Court in declaring unconstitutional the District of Columbia law several years ago, a new measure has been drafted with the help of Felix Frankfurter of the Harvard Law School and is being sponsored by the National Consumers League and other groups in a number of states (see The Survey, March 15, page 112). Governor Lehman sent a special message to the New York Legislature, urging the immediate passage of minimum-wage legislation for women and minors as a protection to industry as well as to workers. At this writing, the model bill has passed the New York Senate and is in committee in the Assembly. The same bill is pending in Pennsylvania, New Jersey, Rhode Island, New Hampshire, Texas and Arizona.

In Utah, a longer but perhaps more certain route to the same end is under consideration. There the House has passed a resolution amending the state constitution to permit the legislature "by appropriate legislation to provide for a minimum wage for women and minors." If it is accepted by the Senate, the amendment must be ratified by popular vote, when the way would be cleared for a state minimum-wage law.

The Conference Carries On

DESPITE rumors and alarms, bank closings, earthquakes, floods and fires, it now seems settled that the National Conference of Social Work will carry on, holding its annual meeting in Detroit, June 11–17 as scheduled. Like all plans in this year of more or less grace this one is still subject to change, but as matters stand the conference program will go on, lock, stock and barrel. In its physical arrangement changes have been imposed by conditions beyond the control of the conference. The Masonic Temple is closed and meetings will be held in the good old-fashioned way in churches, hotels and halls. A rearrangement of financial guarantees has taken the load off the bent backs of the social agencies. Detroit hotels report some five hundred advance reservations, more than usual so far in advance. Howard R. Knight reports the normal rate of requests for information and a pronounced temper among social workers that this year of all years organized social work as represented by the conference must not fold its tent; more than usual the members need to exchange experiences and pluck new courage from fellowship.

Housing Exhibits

IF your city wants a bird's-eye view of the best that has been accomplished the world over in the field of large-scale low-cost housing, a rare opportunity is offered, for the American Institute of Architects is planning to send an exhibit to interested cities at a nominal charge. The exhibit is a part of the exhibition of the Architectural League of New York. The illustration of work done in Europe and America suggests various lines of development and indicates that though certain principles are universal, "each new problem must be studied afresh . . . no single experiment or pattern can be made universal." Each of the twenty-five exhibit panels is devoted to a single development whose good points are made all the more striking by contrast with a view of existing speculative shelter obtainable in the same locality at approximately the same price. Eight are European examples. The seventeen from the United States are planned for definite locations (in New York, Detroit, Cleveland and Philadelphia) with reference to the law which empowers the Reconstruction Finance Corporation to make loans for self-liquidating housing projects. This is the first time that the architects have included housing, per se, in their annual exhibit. It reflects great credit on the special committee responsible for it under the chairmanship of Clarence Stein.

Perhaps the most unique housing exhibition yet conceived, presenting the arguments for good housing and city planning, is on display at the New School for Social Research, 66 West 12 Street, New York City, until April 29. Organized by Raymond O'Neill of the Gallery of Modern Life, Chicago, and originally exhibited there, the show consists of a series of stage models depicting the real and ideal aspects of city life. The object-lesson is clearly told and easily read. The exhibit is sponsored by the Public Housing Conference.

Dark Ages in Housing

"AN outrageous attempt to return New York City housing to the dark ages of the last century." Thus the Multiple Dwellings Law Committee set up in 1929 to protect the New York statute from subsequent inroads, characterized certain bills before the legislature at this writing. Bills which would impair light, air, fire protection, sanitation, which would extend moratoriums on alterations in existing structures, which would continue to permit cellar occupancy, which would in many cases nullify both the spirit and the provisions of the law. Some of these dozen bills will, no doubt have passed both houses and be waiting Governor Lehman's action when these words are read. By the same time the two constructive bills — one requiring a toilet for every family and another which would prohibit the use of windowless rooms in old law tenements by 1936 — will probably have been defeated. When Governor Roosevelt signed the bill last year extending until April 1, 1933 the time in which janitors may occupy cellars for living purposes he said: "I serve notice on any landlord who has not yet acted in accordance with the purpose of the law that I will do all in my power to prevent further extension beyond April 1, 1933." His successor's interest in housing is well known. But the public must back Governor Lehman. The hopes of those interested in maintaining and improving standards lie in a vigorous appeal to the governor to veto whatever vicious bills are passed. Latest developments may be had from the Housing Information Bureau, Welfare Council, 112 East 22 Street, New York City.

A United Front on Economy

BELIEVING that accurate information intelligently applied is the chief need in regard to cuts in municipal expenditures, over sixty national educational, cultural and social organizations have joined together to urge local organizations to set up councils on constructive economy, to be comprised of representatives of existing citizens' groups. The idea grew out of informal conferences in New York, Chicago and Washington of executives of national organizations under the chairmanship of Harold S. Buttenheim, Louis Brownlow and C. F. Mann following the Citizens Council on Crisis in Education in January, which recommended such action. The aim of each council will be to gather facts about local governmental costs, wastes and actual services performed as well as services demanded in its community, to pass these facts along to members of organizations which the council represents, and when necessary to appear before the money-allocating authorities. It is hoped that by pursuing this method the present demands for reductions may in fact produce permanent improvements in government.

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The central organization comprised of the committees appointed by the three originating groups will act in conjunction with the various national sponsor organizations in a stimulating and advisory capacity, for it is agreed that no one uniform program can meet all local situations. A clearing-house for information is being maintained in the offices of the National Municipal League, 309 East 34 Street, New York City.

Honors for Dr. Bond

WHEN a news flash declared that Philadelphia's highest civic honor—the Philadelphia Award—had been conferred on Dr. Earl D. Bond for "developing a new treatment for mental patients," the report missed the important meaning of Dr. Bond's achievement. Dr. Bond himself had defined the aim of the Institute of the Pennsylvania Hospital as "the applying to everyday life of results obtained from the practice of psychiatry." For the past three years the Institute has been working in a practically untouched field—offering skilled psychiatric service to people who had not yet been broken by mental ill-health but still went about their work, and offering it at rates within reach of everyday people who could not afford the necessarily expensive care of the private practice of specialists (see The Survey, November 15, 1930, p. 212). Neither the friends of the Institute's patients nor those patients themselves would be likely to speak of their ailments as "mental cases." These are people who are struggling as everyone does to meet stresses within themselves and their circumstances, and failing to do so only to a degree which makes them unhappy, inefficient or sick. In naming Dr. Bond the Committee of Award honors the skilled service given in the beautiful building of the Institute and the continuous search which conscientious clinicians—like other scientists—must always carry on to discover and test new techniques; but more importantly, they honor Dr. Bond and his colleagues for wise and courageous leadership of a still rarer kind—the will to bring professional skills within everyday reach of those who need them.

That Family Budget

OBSERVING cross-sections of the hundreds of thousands of families who are its clients, the Household Finance Corporation finds that financial jams come least often when the husband turns his pay-check over to his wife and delegates to her the buying and the payment of bills. "Today's most shut-in housewife," declares Burr Blackburn, research director of the Corporation, "makes more business transactions than the average man of fifty years ago." The ideal family shown by the studies is one in which the man is "chairman of the board of directors and president," to be consulted on major policies, and the wife is "general manager and treasurer," to run the household, do the buying and pay the bills. To this end the Corporation invents a new slogan, "desks for wives," declaring hopefully that "more women at desks in the home will do as much as more men at desks in business to pull the country out of the depression."

How family budgets are changing at different levels in one part of the country is shown in the admirable compilation made annually by the Heller Committee for Research in Social Economics at the University of California. In contrast to 1929, 1932 showed a decline of between 20 and 25 percent in the cost of living measured by the Committee's standard—the habits of spending considered typical for families at various economic levels. In 1932 they found that the professional man or executive with a wife and two children would have needed not quite $5400 to purchase the things usually obtained by such families and make modest savings; for a clerk's family with three children the amount was $1994; for a wage-earner's family, $1459. Neither of the two latter budgets make provision for an automobile. In response to requests the Committee also prepared in 1932 a budget for dependent families in which there is allowance for a minimum standard of health and decency, but no allowance for medical care, insurance or savings. For an unemployed man, wife and three young children, such a budget is $1057 a year. Figures such as these could not be considered representative for the country as a whole; in that California district, for example, winter fuel is less necessary than in most parts of the country, and special winter and summer clothing are unnecessary. Nor will any individual family necessarily have profited to this extent by the drop in prices: the man still paying fixed charges on a house or furniture bought in earlier days will not note the usual decline in these items. A very human touch—and an instance of the care with which the studies are made—appears in the increase in the executive's budget under the heading of "care of the person," with the note that "permanent waves and finger waves have been added for the wife in conformity with a standard now firmly established for this class."

A Chance for Ideas

CARRYING the slogan, Ideas Have a Chance in Des Moines, comes the announcement from that Midwestern capital of a community program in adult education based on the belief that the continuance of this country's experiment with democracy demands "better machinery than now exists for the rational development of public opinion." The Carnegie Corporation has made a grant of $120,000 to the Board of Education to finance the undertaking for five years. The board has divided the city into six sections and mapped out a series of forums on public questions under trained leadership in each section. The announcement states,

> These forums will not be formal classes. There will be no textbooks, no fees, no enrolment, no assignments, no tests. Any problem of current and general interest to the citizens of Des Moines will be considered appropriate for discussion at any forum.

The schedule makes it possible to attend twenty-seven of these discussion meetings in any section without duplication of subject. The forums, which started January 24, begin at 7:30 in the evening and close at 9 o'clock. Each leader is free to present the current issues and events of his special field during the first part of the meeting. The rest of the time is reserved for questions and general discussion. Reading lists will be given if they are requested, and the branch libraries offer special service to any individual who wishes to explore further along the lines of a forum discussion. For the first five months the leaders will be Lyman Bryson of the University of California, Thomas Nixon Carver of Harvard, Felix Morley of Brookings, Henry A. Wallace, secretary of agriculture in the cabinet, and Carroll H. Wooddy of the University of Chicago. The project is directed by J. W. Studebaker, superintendent of schools in Des Moines.

Relief—Self-Help—Barter

OF immediate importance as current information are three publications received as this issue of The Survey goes to press: Public Welfare News, March issue, free from the American Public Welfare Association, 850 East 58 Street, Chicago, containing an outline of the organization of relief administration in each of the states; Monthly Labor Review, March issue, twenty cents from the Superintendent of Documents, Washington, D. C., containing the first fruits of the study by the United States Department of Labor of cooperative self-help activities among the unemployed; and Barter and Scrip in the United States, forty-odd pages of selected references compiled by the staff of the library of the Bureau of Agricultural Economics and published by the Bureau, U. S. Department of Agriculture, as Bibliography No. 40.

THE depression has reduced by at least 75 percent the reasonable expectancy of bequests to institutions and agencies, Leroy A. Mershon, former trust official of the American Bankers Association, told the committee on financial and fiduciary matters of the Federal Council of Churches. For the past three years, he said, will-makers have refused to incorporate public bequests in their testaments while many thousands of others have rewritten their wills revoking such bequests. The work of twenty-five years in building up a bequest-minded public has been undone.

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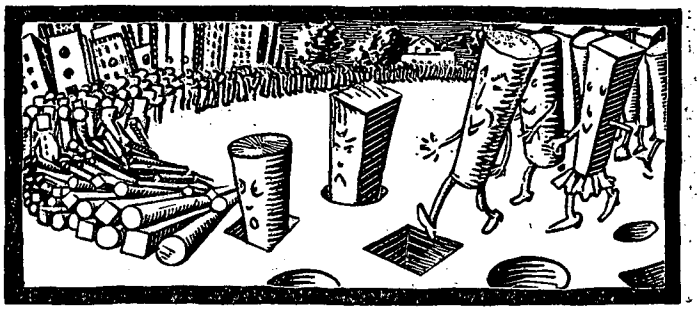

SOCIAL PRACTICE

Children Über Alles

TO give battle to any ill-advised attempt to effect government economies at the expense of essential services to the children of the state the Missouri Conference for Social Welfare has reorganized its recently inactive child-welfare committee into a fighting band, twenty-two strong, with Alberta Chase of Jefferson City as chairman and Herschel Alt of St. Louis as secretary. A monthly bulletin of generous size is one of the means by which the committee keeps the state informed on what is happening on the five fronts on which it proposes to attack as well as to defend:

Coordination of child-welfare activities in Missouri, both public and private.

Promotion of legislation for the protection of children.

Development of county public-welfare units.

Improvement of personnel standards of child-welfare work in state, county and city.

Education of the public to the needs of children.

Jews on the Land

HARD times brought to the Jewish Agricultural Society last year some thirteen hundred applicants, some of them representing groups who desired to settle on the land, the largest number applying since 1920. Most of the men were unemployed or under-employed. Only fifty-three families were accepted for settlement. While the Society holds that there is plenty of room on American farms for Jews with necessary capital and other qualifications it believes that land settlement must be a highly selective process and that indiscriminate projects to turn Jews en masse to the land should be discouraged. A recent survey shows that of the families settled in 1928 by the Society 58.8 percent are still on the land and of the 1929 settlers 62.9 percent. "The families settled in those two years had not been sufficiently rooted before the onset of the depression to withstand its shocks."

The Society's experiment with an agro-industrial plan of settling families on small farms within commuting distance of large industrial cities has been temporarily halted owing to the lack of employment opportunities.

When Women Are in Prison

TARDY though it is, this department cannot refrain from recording what happened last Christmas at the Federal Industrial Institution for Women at Alderson, W. Va., in the organization and management of which Dr. Mary B. Harris has written a new page in prison administration. Christmas is always a time of emotional stress in a women's prison, and Christmas 1932 promised to be more difficult than usual since there was little or no money for the customary simple preparations among the inmates themselves. Then someone suggested that the women have a share in helping the distressed families in the surrounding countryside. Immediately enthusiasm replaced gloom and apathy, and everybody went to work. The staff contributed worn garments, thread and some new material, and the institution was ransacked for odds and ends of every sort. Everything possible was made into children's garments; ragged sweaters were unraveled and knitted into caps and mittens; the most unpromising scraps were turned into patchwork quilts and stuffed animals.

Through the cooperation of the Red Cross and of the teachers in the little mountain schools the needy families were listed with the age and size of each member. Families were "adopted" and their needs considered by the women so the giving was not haphazard.

When everything was finished, a few nights before Christmas, an exhibit arranged by a committee of house-mothers was held in the big assembly hall with local people invited, as well as the staff and all the inmates. The hall looked like a department store with the six hundred or so garments and three hundred toys attractively displayed. There was one whole table of toy animals made from old inner tubes.

Of the effect of the whole project on the life of the institution Dr. Harris says:

> The spiritual effect on the women was worth all the time and effort the project cost. Work for others turned the thoughts of the women outside themselves to the needs of others and joined them to the great company of those who know that it is more blessed to give than to receive. The exhibit was of great educational value in giving the women new ideas for things they can do for their own families when they go home.

Young Ears that Fail

AFTER seventeen years of educational propaganda and ten of active demonstration the New York League for the Hard of Hearing has won its long fight to have lip-reading classes for children with impaired hearing officially accepted as part of the elementary school system of the city. (See Let Them Hear by Annetta W. Peck. The Survey, March 15, 1932, page 672.) There are now fourteen classes in the New York schools, all of them originally promoted by the League with the cooperation of interested teachers and school officials. The League's whole educational program including audiometer surveys and preventive otological clinics as well as lip-reading has been adopted by the Department of Special Education. The League's own demonstration school, started in 1922 side by side with its preventive clinic, will continue its Saturday classes for children not otherwise reached.

The victory of the League is the result of steady patient effort in which it enlisted the support of otologists, social workers and individual teachers. It bought audiometers to test the hearing of school children; it brought about the organization of hearing conservation clinics; it made surveys and studies in the schools; demonstrated the value of lip-reading learned at an early age, and trained teachers in some five different centers. The long drive ended when it was able to present to school authorities a no-cost plan by which the program could be adopted at this time.

Swapping Clothes that Fit

WORN out with trying to find in heterogeneous bundles of donated old clothes the particular garments needed by particular children, the school mothers of West Newton, Mass., have hit on a scheme of supplying such garments without the usual confusion and accumulation of inappropriate and useless stock. From each room of each of the one private and three public schools of the town a good dependable mother of one of the children, a mother who knew other mothers, was named to represent that room on a committee for that special grade. Thus the mothers of first-graders formed one committee, the mothers of second-graders another, and so on, seven committees in all.

To the school nurse, who makes daily rounds, who knows the homes the children come from, and who is as alert to broken shoes and too thin garments as to sore throats and achy ears, is entrusted the reporting of need. When third-grader Johnny obviously needs rubbers and a warm sweater which his family cannot supply the nurse calls up Mrs. Third Grade Committee Chairman who in turn calls up one of her members in another school: "Size 14 boy's rubbers please Mrs. Member, and a sweater for a plump boy a little large for his age—and he'd love it

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to be red." Mrs. Member then phones around to mothers of plump third-graders and presently the trick is done and young Johnny is fixed up with garments of the right size and shape.

Peggy Duncanson Piper, 25 Sewall Street, West Newton, Mass., enthusiastic volunteer organizer of the system, will answer questions about it. Of it she says:

Once the plan gets going it works smoothly and quickly. If a mother cannot herself supply the needed garments she is bound to know some other mother who can. With four schools to work in we never have to subject the child to the humiliation of appearing in the cast-offs of one of his own playmates. One of our women's clubs has recently organized a mending committee which puts every garment into apple-pie order before it is delivered to the nurse. We are fortunate in having an exceptional school nurse to work with, but I see no reason why, in towns not so blessed, the plan would not work just as well through the teachers. Certainly our teachers are delighted with it. It is they who see to it that the youngsters wear the garments every day and do not save them for best. To avoid duplication and check occasional repeaters the children's names are filed with the local social-service index.

For Facts about Housing

TO its own gratification the new housing information bureau and monthly news-letter set up by the Housing Section of the New York City Welfare Council, 122 East 22 Street, has met not only a local but almost a national need for material and information about housing in its social aspects. The information service is free to all inquirers while a small fee to cover printing costs is charged for the news-letter if sent to non-members of the Housing Section. More comprehensive—and expensive—information on current happenings in relation to housing the country over is contained in Millar's Housing Letter published weekly (annual subscription $15) by John H. Millar, 440 South Dearborn Street, Chicago.

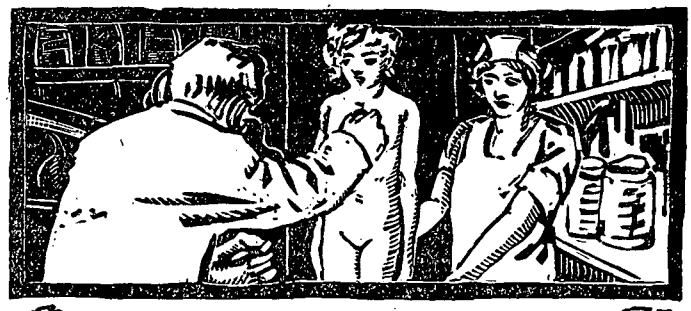
Boys Without Homes

WHEN the Cleveland Boys' Bureau was launched not quite a year ago under the auspices of the Associated Charities and the Y.M.C.A. it was with the idea of doing a real case-work job for footloose home-town boys. It was adequately financed, had a good physical plant, a first-class staff and the active interest and support of the public. But last fall the transient boy in Cleveland became so numerous and his problems so pressing that the Bureau felt obligated to change its policy and to accept these boys for shelter and such help as exposure to its activities would afford. In mid-winter a survey indicated that some twenty-four hundred youths between the ages of fifteen and twenty-five were passing through the city monthly, a problem much larger than the Bureau as constituted could possibly handle. A check by the Y.M.C.A. through its Ohio branches showed that ten thousand or so youths were drifting around among the cities of the state.

As a result of the study Cleveland, through the Mayor's Employment Commission, is now to have a special shelter for transient youths which will be physically separated from any of the regular agencies but under the supervision of the Boys' Bureau. The Bureau will return to its own work for the home-town boys, modified somewhat by the strain of the times.

SEVEN years after the passage of the Pennsylvania law regulating adoptions the Child Welfare Division of the Public Charities Association is undertaking a check-up of its workings and a study of the general status of adoptions in Pennsylvania.

INDIANA and Washington have joined the parade of the states where old age is protected by mandatory relief legislation. The new law in Indiana stipulates a maximum monthly pension of $15 to persons seventy and over, residents of the state for fifteen years, with costs divided between the counties and the state. The Washington law, more generous, sets the qualifying age at sixty-five and the maximum monthly aid at $30. Counties must pay the costs.



HEALTH

Hospital Councils Everywhere

A HOSPITAL council in every community where two or more hospitals now are working independently is the urgent recommendation of a memorandum just issued by the Council on Community Relations and Administrative Practice of the American Hospital Association. Such a step, the memorandum points out, is necessary for the study and planning of health needs on a local basis to meet questions in which the hospitals themselves, the doctors, nurses, and the public have a common stake. The memorandum outlines aims of a local hospital council, general procedures, minimum cooperation, and special functions: relations with the community, the medical and nursing professions, public health and so on. The present memorandum follows recommendations sent out to the hospitals by the same committee several weeks ago in a report on The Periodic Payment Plan for the Purchase of Hospital Care, giving principles for group hospitalization arrangements for people of limited means. (See Survey Graphic, April, 1933, Organized Action in Medical Care.) Correspondence on the fields covered by the committee, community relations and administrative practice, may be addressed to the Council of the American Hospital Association, 18 East Division St., Chicago.

For the medical service plans approved by the California Medical Association, covering arrangements for periodical medical care in the patients' homes, or by cooperative provisions, in hospitals, consult the Bulletin of the Committee on Public Relations, California Medical Association (450 Sutter St., San Francisco), Vol. 1, No. 2.

Spyglass Ahoy!

MOST attractive in illustration and typography and lively in content, Spyglass makes its bow from the offices of the American Child Health Association as a new periodical for emphasizing health values in the classroom. Its slogan—"Far and near in the world of life"—is admirably carried out in the text which adapts unusual pictures and situations to make important ideas interesting. Issues during 1933 are scheduled for February, April, September and November: price 20 cents a single copy, 75 cents a year of the Association, 450 Seventh Ave., New York City.

3000 School Lunches for $39.54

IN Los Alamos, California, the board of education used to pay a cook $30 a month to prepare hot school lunches, and the costs were met by a nickel from each child who took luncheon and contributions from a local woman's club. The 95 children in the school are from native American families and Portuguese, Italian, Japanese and other nationalities; about half of them come in from the ranches. This year money for lunches was lacking and at best only about half of those who lunched at school had been able to buy the hot food. So under the direction of the teachers it was decided to see what could be done without money. When the children are assembled in the dining-room, the teacher announces, "Tomorrow we shall need two gallons of milk. Who

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can bring some?" Nearly every woman in the district has volunteered her turn at helping in the cooking, giving two or three days during the four winter months when the hot lunches are needed. Most of the cooking is done at the school, though occasionally dishes such as soup which require prolonged cooking are prepared in the homes and brought over by the volunteer of the day when she comes at eleven o'clock. The food is served cafeteria-fashion. Teams of children act a week at a time as servers, clearers, dishwashers, sweepers and the like, and other children are monitors for hand-washing. Every child who cannot go home to lunch gets hot food without paying. The menus are made up weeks in advance but shifted when necessary to take advantage of donations. For 3267 meals the cash outlay necessary to supplement donations was $39.54, contributed by the community clubs and other donors.

Home Care for Mental Patients?

THAT family care of mental patients be seriously considered with a trial demonstration under as favorable circumstances as possible is urged by Horatio M. Pollock, director of statistics in the New York State Department of Mental Hygiene. In a recent article in The Psychiatric Quarterly (Vol. VII, pp. 28–36) Mr. Pollock points out that family care has been used successfully in Belgium, Scotland, Switzerland and Germany. For many years Massachusetts has used a boarding-out system for a small number of patients. At the conclusion of the fiscal year ending November 30, 1930, the state had 169 patients under care in this way at an average weekly cost of $6.22, of which $4.15 was paid for board and clothing. Mr. Pollock suggests study in New York State of the possibilities for satisfactory care under such a system and its possible economies in comparison with care in an institution, adding that there are several villages within range of existing hospitals which might be used for demonstration, while former employes of state hospitals might be willing to care for patients in their homes.

Pertinent Publications

MENTAL HEALTH AND THE DEPRESSION. Proceedings of a Conference in Chicago, December 1932. *Illinois Society for Mental Hygiene, 203 N. Wabash Ave., Chicago. Price 35 cents the single copy, 25 cents each for 10 or more.*

TIMELY, practical and interesting discussion by experts.

THE FUNDAMENTALS OF GOOD MEDICAL CARE, *by Roger I. Lee, M.D., and Lewis Webster Jones. Publication No. 22, Committee on the Costs of Medical Care. University of Chicago Press, $2.50.*

SURVEYS OF THE MEDICAL FACILITIES IN THREE REPRESENTATIVE SOUTHERN COUNTIES, *by C. St. C. Guild, M.D. Publication No. 23, Committee on the Costs of Medical Care. University of Chicago Press, $1.*

THE ABILITY TO PAY FOR MEDICAL CARE, *by Louis S. Reed. Publication No. 25, Committee on the Costs of Medical Care. University of Chicago Press, $2.*

PRINTED abstracts of the report of this study and of the preceding one, No. 23, available on request from the Julius Rosenwald Fund, 4901 Ellis Ave., Chicago. No. 25 includes an important analysis of income distribution among American families and of family budgets.

A FURTHER STUDY OF DENTAL CLINICS IN THE UNITED STATES, *by Miriam Simons Leuck. Publications of the Committee on the Study of Dental Practice, American Dental Association, No. 4. University of Chicago Press, price $1.50.*

CLINICS in dental schools, health centers, hospitals, schools and industry.

WHEN DOCTOR AND DENTIST ARE WILLING. *Jewish Children's Home, 534 Clinton Ave., Newark, N. J. Price 10 cents.*

ACCOUNT of a successful plan for volunteer medical and dental services worked out by Benjamin L. Winfield, executive director.

SPENDING LESS FOR HEALTHFUL FOODS. *Consumers' Information Service, New York State Department of Agriculture and Markets.*

THE EYE PHYSICIAN IN INDUSTRY, *by J. Guy Jones, M.D. Publication 107, National Committee for the Prevention of Blindness, 450 Seventh Ave., New York City. Price 5 cents.*

SAFE AT HOME. *John Hancock Mutual Life Insurance Company, Boston, Mass. On request.*

News from the Nurses

YALE UNIVERSITY has approved the recommendation of the faculty of the School of Nurses that beginning in 1934 students admitted as candidates for the degree of Bachelor of Nursing shall be graduates of an approved college or shall have received equivalent training in the judgment of the faculty. Nursing education took another long step ahead a few weeks ago in the establishment of an Association of Collegiate Schools of Nursing with Annie W. Goodrich, dean of the Yale School of Nursing, as president. From Simmons College in Boston comes word of a new course for head nurses with credit toward a degree.

Bringing in its early findings from the second grading of more than 1300 schools of nursing, the Committee on the Grading of Nursing Schools recommends that schools be discontinued in nearly all hospitals with less than fifty beds and in many larger ones. The Committee finds "wholesale overproduction" of nurses and much unemployment of nurses already graduated. They believe that hospitals would save money by closing their schools and employing graduate nurses, especially the small hospitals, which "either conduct poor schools or must spend disproportionately large sums in order to conduct good ones." Janet Geister reported from the American Nurses Association that more than 160 hospitals closed nursing schools in 1932, largely because they found them unprofitable. The New York Postgraduate Hospital has announced that beginning March 1933 it is taking no more student nurses because of the present oversupply of nurses. A survey is to be made of possibilities for postgraduate nursing education. By 1935, nurses now in training will be graduated, thus discontinuing after just a half-century one of New York's oldest schools.

IF an earthquake had to come it is a blessing that it found a full-time county health department in Los Angeles County and a full-time independent health department in Long Beach with trained officers at hand to cope with its after-effects.

FROM a special correspondent in Buhler, Kansas, the New York Times reports what with bank holidays and the like the doctors found they couldn't collect their fees but still had to care for sick neighbors. Hence a community club was organized, including most of the town; members pay a dollar a month into a health fund. The doctors have agreed to care for members and their families, and according to the report are making more money.

How to arrange diabetic diets at minimum cost for relief clients has been studied in Syracuse, N. Y., by a committee of the Academy of Medicine cooperating with hospital dietitians. The findings, with sample diets, are reported in The Journal of the American Medical Association, February 25, 1933, p. 566: Minimum Cost Dietaries for Diabetic Patients, by William A. Groat, M.D., and Marcia I. Rosbrook. The Temporary Emergency Relief Administration of New York State has mimeographed menus and recipes for relief families (not diabetics) prepared by the College of Home Economics at Cornell University.

THE new year started badly for health in New York State with a general deathrate in January which exceeded the record for that month in all but two of the past ten years, due largely to increased mortality from influenza, pneumonia and heart disease. Among other "highs" was a discouraging rise in maternal mortality with a rate not exceeded in any month in the past twelve years. The Maternity Center Association (1 East 57th St., New York City) which is waging a national fight against maternal mortality, offers material without cost to local organizations for the effective observance of Mother's Day, this year on May 14.

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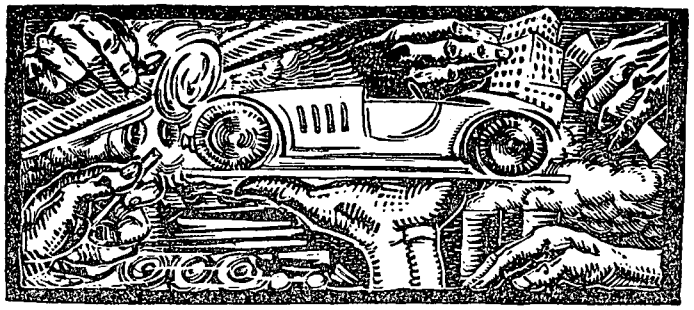

INDUSTRY

Nearer by Four States

SOMEWHAT to the surprise of its friends as well as of its foes the federal child labor amendment has come to life this winter, with four states ratifying and favorable action in one legislative chamber of another. The amendment, which was sent to the states by Congress in 1924 has made slow progress, but unlike most constitutional amendments, there is no specified time within which ratification must be completed. Approval by thirty-six states is necessary to make the measure effective. Six states have ratified since 1924. Now Oregon, Washington, Ohio and North Dakota are added to the list. The amendment has been approved by the House in Minnesota.

Resolutions for ratifications are also pending, at this writing, in Iowa, Kansas, Michigan, New Jersey, New York, Pennsylvania and Wyoming. The amendment would give Congress the power to enact legislation regulating the employment of children. Commenting in this winter's renewed interest in the measure, Labor comments, "Since the depression set in, the spectacle of little children trudging to work while their fathers vainly searched for jobs has emphasized the evils of child labor and legislative sentiment is turning."

New Bridge

SPANNING the entrance to San Francisco Bay the Golden Gate Bridge, now under construction, promises that region a simplified traffic problem. To the thousand or more men now employed on the San Francisco Bay ferries, the new bridge will mean the end of useful and necessary jobs. This, The Seamen's Journal points out, "is in striking contrast to the very considerate treatment given to the capital invested in the ferryboats." The fares on the ferries are purposely fixed at a rate high enough to provide for gradual amortization of virtually the entire capital invested. The unions concerned, Ferryboatmen and Masters, Mates and Pilots, recently introduced in the San Francisco Labor Council a resolution urging the payment of a dismissal wage, by collective agreement between unions and employers. The unions cited the fact that more than fifty American corporations "have voluntarily provided a graduated system of dismissal pay for workers who are permanently dismissed because of the introduction of new machines or new labor-saving devices." The resolution was unanimously approved by the Council.

Brookwood Splits

CASE workers often comment on the heavy strain the depression puts on family relationships. A similar tension seems to have developed in the various workers' education groups. Closely following the recent explosion at Commonwealth College (see The Survey, February 15, page 80) comes news of an upheaval at Brookwood Labor College, Katonah, N. Y., one of the best known American experiments with workers' education. Here the difficulty seems to have arisen as it did at Commonwealth, over the question of affiliation between the school and one wing of the labor movement. At Commonwealth a closer tie with the Communist Party was the point at issue. At Brookwood, relationship to the Conference for Progressive Labor Action was the problem. A. J. Muste, organizer of the school and its director for twelve years, has also been head of the Conference for Progressive Labor Action, a political group. Growing resentment over the time the director gave to the conference and his efforts to draw the school and the organization closer together finally flared out in attack and counter-attack. Mr. Muste and Tom Tippett resigned, and nineteen students (a majority of the student body) "walked out." The effectiveness of the student protest was somewhat marred by the banking crisis, which made it necessary for the strikers to remain on the campus, fed and housed by their "enemies" until money was available for their departure. J. C. Kennedy, former head of the Seattle Labor College and since 1929 director of studies at Brookwood, has been appointed acting director of the school. He announces that the Brookwood program will go forward and that the school "will cooperate with the C. P. L. A. as with other progressive and radical groups to help bring about the kind of militant labor movement needed in the United States today."

Benefits in Rochester

COOPERATIVE unemployment reserves funds, built up by Rochester, N. Y., employers over the past two years, began to pay out benefits the first of this year. The plan, launched by fourteen firms in February 1931, has grown to include nineteen employers (see The Survey, March 15, 1931, page 654). The smallest company taking part in the scheme normally has about forty-five workers, the largest about thirteen thousand. The companies accumulate their respective reserves by putting aside up to 2 percent of their payrolls until their fund reaches a maximum equal to five annual appropriations. Workers do not contribute to the reserve. In their printed statement of the scheme at the time it was announced the cooperating employers stated frankly:

> The companies are opposed to compulsory unemployment insurance. They are opposed to legislation that would establish either state or national unemployment insurance. They believe that plans similar to theirs, . . . are the best way . . . of dealing with the problem involved.

Because of the depression two changes were made before the plan went into operation. To spread benefits over a longer period, the rate of payment was dropped from 60 to 50 percent of normal wages, with a maximum of $18.75 a week. Some companies, as an emergency measure, decided to pay part-time benefits on the basis of one third of normal time instead of one half. Some companies, including Eastman, have kept the original part-time clause. Benefits are being paid only to employes laid off or put on part time since January 1, 1933.

The Maryland Bill

IN the effort to focus the present concern over unemployment on constructive measures that will mitigate this industrial hazard in the future, the Municipal Commission on Employment Stabilization in Baltimore (202 Guilford Ave.) sponsors an unemployment insurance bill recently introduced in the Maryland legislature. The bill would set up a state fund by contributions from employers and employes, beginning July 1934 (subject to postponement by the governor to January 1935). In the first year the rate of contribution would be 1 percent of payroll and wages, in the second year 1½ percent, thereafter 2 percent. No benefits will be paid until a year after the fund is started. Only workers whose wages are less than $2000 a year and who have made twenty-six payments into the fund in the past twelve months, or forty in the last two years will be eligible. Benefits will be paid at the rate of 50 percent of the normal wage, with a maximum of $20, with proportional benefits for those on part time. The bill provides for a maximum of twenty weeks' benefits in any one year. The waiting period is three weeks. As it stands, the plan would cover about 375,000 wage-earners. The scheme does not include firms employing less than three workers, nor

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does it cover farm laborers, domestic servants, employes in interstate commerce and casual employes working less than four weeks.

Helping Themselves

HOW organized women wage earners help one another these days is told in a recent report from the New York Women's Trade Union League. The League has set up a loan fund to which the members who are in need may turn for small sums to tide them over emergencies. With a maximum of $25 set to conserve the fund these small loans have nevertheless saved the day for about a hundred members of the organization or its affiliates. No interest is charged and there is no time specified within which repayment must be made. The headquarters of the League at 247 Lexington Avenue, New York, are being used as a club for industrial women during the daytime. Reading material is on hand, there is a current-events program each morning and a light lunch is served. "No questions are asked of any girl coming in." Between seventy-five and a hundred girls attend each day. "Problems of relief come up in special cases and are referred to the League, but every effort is being made to keep the clubrooms from becoming additional places at which to apply for relief." Mrs. Franklin D. Roosevelt recently signed an appeal for funds to increase the sum available for small loans and to continue the club plan.

The Cost of Enameled Stoves

GAS ranges, a few years ago drab utility affairs, have now appeared with "cabinet lines" and "color harmony," and while the result to the housewife is satisfactory, a high price for the improvement is being paid by women workers in the hazard of industrial poisoning. This fact is made clear in a report just published by the U. S. Women's Bureau, based on a survey of fifty stove enameling plants (The Employment of Women in Vitreous Enameling, Bulletin No. 101. Superintendent of Documents, Washington. Price, 10 cents). In a foreword, Dr. Alice Hamilton of Harvard says:

> The work can be done and in some places is done with a leadless enamel and therefore it was hoped that if the lead in the enamel were shown to cause injury to the women who apply it, those establishments that are now using a lead enamel might be induced to adopt a leadless enamel and thus do away with the most obvious danger attendant upon this particular sort of work.

Nearly a third of the seven hundred women interviewed had one or more symptoms characteristic of lead poisoning. Lead poisoning may be contracted simply by breathing the leaded enamel dust and more than three fourths of the women interviewed worked at spraying and brushing. Two findings stand out as particularly serious: the greater susceptibility of young workers to the lead hazard and its peculiarly detrimental effects on married women. If it is necessary to use lead in an industrial process, the bulletin points out the need of much greater precaution to safeguard women workers. Comparatively few states have adequate legislation on this subject, the report shows.

THE end of the first year's work of Pennsylvania State Employment Commission was celebrated with a review of the twelve months' at the demonstration public-employment office in Philadelphia. It was brought out that the office is carrying a heavier burden than any in the country, with about 50,000 registrations and over 200,000 interviews. Although in 1932 Philadelphia employment was at its lowest ebb, 5,743 positions were filled (see The Survey, February 1, page 87).

A BRIEF and telling discussion of unemployment insurance and how it works is offered by the University of Chicago Press in Unemployment Insurance by Mary B. Gilson, the third of the Public Policy Pamphlets, edited by Harry B. Gideonse.

EDUCATION

Depression Programs

PLANS for campaigns, local and national, to prevent curtailment of public-school programs filled the foreground of the recent annual meeting of the Department of Superintendence of the National Education Association. The recently organized Joint Committee on the Emergency in Education outlined a three-fold program: a public referendum on such questions of school practice as free highschools and "opportunity to develop special talents"; collecting and appraising methods used by various school systems in meeting the depression; a survey of national organizations "to find which are friends and which foes of free public education."

While the department was in session, the Carnegie Foundation for the Advancement of Teaching published its annual report, with a section by Henry S. Pritchett, president-emeritus, on "the deflation of public education." Dr. Pritchett, differing sharply from the professional school people, holds that the schools in the last two decades have more than kept pace with industry's "extraordinary overproduction and costly expansion." He submits that:

> The same necessity confronts public education that confronts industry —reform, retrenchment and the return to a simpler and more sincere conception of the tax-supported education the state should offer.

Like the Department of Superintendence, Dr. Pritchett offers the schools a three-fold program for the emergency. Fewer and simpler courses of study, "looking toward the training of the habits of the mind rather than the furnishing of information"; tuition fees for secondary schools with "the standard of admission . . . such as to exclude the manifestly unfit"; tuitions in tax-supported universities high enough to "carry the greater part, if not the whole cost of professional education."

Emergency Education

MADE work for teachers, tried out experimentally in New York City, through cooperation between public-school authorities and the State Temporary Emergency Relief Administration, has been extended to two counties and fourteen cities of the state. The two-fold aim of the plan is to provide work for highly trained but unemployed men and women whose names are on the home- and work-relief rolls, and to afford educational opportunity for thousands of unemployed adults. The project started in New York City in December with 218 teachers and nearly ten thousand students. Under the expanded program, about 250 teachers will be added in New York City, and more than 500 in other communities. In New York City the rate of pay has been $15 a week for twenty-two hours work, fifteen hours of teaching and seven of preparation. Both day and evening classes are offered, with nine types of courses for persons over seventeen years of age who are not attending regular school sessions: homemaking, commercial, trade extension, technical, recreational, general cultural, English for the non-English speaking, common-school subjects for illiterates, special voca-

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tional. In several centers an effort is being made to develop courses of college grade for highschool graduates who, because of the depression, have not been able to enter college.

Graduate Training in Pittsburgh

ONE hundred and thirty graduate students have been enroled for full or part-time work in the first year of the new division of graduate training in sociology and social work at the University of Pittsburgh. The curriculum of this new professional school emphasizes basic training in case work, community organization, and the rapidly growing field of public-welfare organization and administration. The Family Welfare Association of Allegheny County, the Jewish Family Welfare Association and the Children's Aid Society of the county are cooperating in field-work supervision. The division of training, of which Prof. M. C. Elmer is director, is financed as a two-year experiment by the Buhl Foundation. At the end of the trial period it is expected that the work will be continued by the university with funds from other sources. Its program includes practical experience in social work, comparable to the medical student's interne year (see The Survey, November 15, 1931, page 209).

Waste in Education

WITH the pressure to cut school budgets, there is renewed interest in the "student mortality" problem—the waste due to academic failure. In a recent report for the Bureau of Guidance and Records at the University of Wisconsin, Prof. Frederick D. Cheydleur cites the university's four-year experiment with "troublemen," assistant deans to whom students doing poor work could turn for advice and help. The troublemen, in dealing with eight thousand students, found that two groups made up approximately 40 percent of those interviewed: students "intellectually unfit for completion of a college course," and those who were "loafers, floaters, drifters and aimless bohemians." A third group was carrying too much outside work, a fourth was "vocationally maladjusted," and those in a fifth, about 20 per cent of the total, were victims of poor instruction in both secondary school and college.

To cut down academic failure, Professor Cheydleur recommends more adequate entrance tests; placement tests to start students off on the proper achievement levels; that postgraduate students doing part-time teaching who are found to be sacrificing their students to their studies be relieved of teaching duties and smaller classes at least during the freshman year.

Using a New Tool

BOGEYMEN, "mystery thrills" and jazz programs for children coming into the home over the radio are being criticized by organized parents' groups. Speaking before the elementary education department at Teachers College, Columbia University, Mrs. George Ernst, chairman of a Parent-Teacher Association in a New York suburb, reported on a study of forty-two children's programs made by her organization. Only five were classed as "excellent," two "very good" and six "good," as against ten "fair," eleven "poor" and eight "very poor." The organization has set up a "grading committee" to follow the radio offerings for children and report to the membership monthly, so that parents may know which programs to permit their children to hear.

The Child Study Association of America recently sent a questionnaire to a "sampling" of its study groups. Many of the parents replying regretted that the radio offers children so much that is "sensational," "too exciting," "sentimental," "unreal," "obvious and melodramatic." The majority held, however, that "cheap and silly" as is much that is offered, the "good outweighs the bad," citing the broadcasts of stirring public events, symphony concerts, grand opera, news summaries and the like. Many of the replies stress the fact that with the radio as with the movies, parents must take the responsibility of finding out what these genii of the Machine Age bring their children, helping them discriminate between the good and the tawdry and teaching them to use this new tool in constructive fashion.

"New" Summer Schools

SUMMER institutes with progressive programs for teachers and with progressive school sessions for boys and girls will be held on four campuses in 1933 under the auspices of the Progressive Education Association (716 Jackson Place, Washington, D. C.). At Syracuse University and Buffalo State Teachers College in New York, the College of Charleston, Charleston, S. C., and Alabama College at Montevallo, institutes with demonstration schools are being established. The teachers are to be drawn from a wide variety of public and private "new" schools in all sections of the country. Syracuse is offering demonstration work in all six years of the junior and senior highschool with classes in practically every highschool subject except mathematics. It is also setting up demonstrations of first-, fourth- and sixth-year elementary school work. The other three institutions stress work on the elementary school level, particularly in reading, group and creative activities and science. Each of the four institutes plans courses in organizing, administering and supervising progressive schools for principals and school superintendents, as well as in the philosophy and techniques of progressive education.

Spade Work in Race Relations

NEED for definite college courses in race relations, particularly in the South, was stressed last summer as it was two years ago by the Peabody Conference on Education (see The Survey, November 15, 1932, page 610). Teachers trying to organize work in this field and librarians attempting to aid them have been handicapped by the lack of well-arranged material, especially on American race problems. An attempt to remedy this lack in part is being made by a group of educators, headed by Dr. Charles S. Johnson of Fisk University. This group is preparing a source book, to be used in connection with a syllabus of the course on the American Negro given by Dr. Johnson at Fisk for the last five years. The book will include brief factual material, authoritative comment and interpretation, illustrative source documents, references for further reading and a topical bibliography. "These are to be given substantial unity," Dr. Johnson states, "by a connecting text which attempts to be explanatory without being dogmatic."

TEMPLE UNIVERSITY, Philadelphia, offers free tuition next semester to all full-time seniors who cannot find employment and might otherwise be idle.

INDICATION of the growing volume of book and magazine discussion of the educational possibilities of radio and plans for realizing them is given by a 150-page bibliography, Educational Broadcasting, by Robert Lingel of the New York Public Library (University of Chicago Press. Price, $1.50).

AN Experimental Study of the Educational Influence of the Typewriter in the Elementary School Curriculum, a digest in pamphlet form of a two-volume report of a study covering fourteen thousand elementary school children in twelve American cities, may be obtained from the Typewriter Educational Research Bureau, 230 Park Avenue, New York.

A WORKSHOP on wheels for Philadelphia children opens this month under the direction of Sam Cornelius, in charge of the summer camp of Pioneer Youth near that city. A large truck, fitted with tools, benches, and handcraft materials will make stops in strategic blocks of Kensington, a textile-mill area of the city. Children's clubs will be organized, and the truck will make frequent returns where real interest is shown.

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Unemployment and

Edited by
JOANNA C. COLCORD
and RUSSELL H. KURTZ

Unemployment Relief in the South

UNEMPLOYMENT relief in the South has, until this past winter, been confined to the cities and larger towns. The rural areas contained a large population of "share-croppers" and casual laborers whose economic difficulties had become acute, but for whom there was no organized relief program. With the coming of federal aid last fall, most of the southern states formed state-wide relief administrations through which these federal funds have been disbursed, chiefly on a "work-for-relief" basis. County units have been set up to register applicants, classify them as to urgency of need, and assign them to various work projects. Relief wages have been paid from funds secured from the Reconstruction Finance Corporation and material and supervision costs have been met from local and state funds.

These state-wide relief administrations have been set up so hurriedly in many cases that they have been obliged to function with untrained personnel in the local positions, and have accordingly had large relief lists almost from the very first. In some instances, more than 75 percent of the counties' populations have been afforded relief. These have been in plantation areas where in previous years the planters have carried their field hands through the winter months, but where, with an R. F. C.-financed work program, a certain shift of responsibility has occurred.

Three recent trends are noticeable. First, a determined effort is being made by the state relief administrations to develop the hastily assembled staff employes into more competent relief workers and, at the same time, to awaken them to a recognition of the social and health problems which surround them. Second, an extensive curtailment of the work-relief program has been timed to coincide with the opening of the planting season in order to get the population back to work on the land. And third, a concerted drive is being made to educate and require all of the past winter's relief recipients to plant subsistence gardens this spring so that there will not be a recurrence of the past few months' complete dependence on outside aid.

Except for the provision in some instances of materials and supervision for the work projects, practically none of the southern states have participated in the financing of the relief costs. There has been some local fund-raising, chiefly in the larger cities, but a relatively small amount of public relief from local sources has been provided.

In *Mississippi* the relief administration is in the hands of the State Board of Public Welfare, an executive department created by the governor last November for the sole purpose of handling the relief job. This Board has delegated to the county boards of supervisors the local responsibility for the relief program, retaining for itself certain supervisory functions. Each county unit is required to employ one or more social workers approved by the State Board and under its general supervision. The social workers are empowered to sign the disbursing orders which are later paid by the chancery clerks of the county from R. F. C. funds which have been deposited to the credit of the State Board in that county. The disbursing orders are generally in the form of merchandise orders, although some cash is paid. All able-bodied recipients of relief are required to work out their relief on public projects arranged by the boards of supervisors.

All but one of the eighty-two counties in the state have participated in the program, one to the extent of 82 percent of its population. Approximately 150,000 families have been aided, or thirty percent of the total state population. For the four months, November to February inclusive, the R. F. C. provided $2,759,425; and for March and April another $950,537.

Work projects have been chiefly local in character, including road repairs, sanitation and beautification of public property. Rates of pay have varied from one locality to another but have averaged less than a dollar a day. The relief average for the state as a whole is $1.80 per week. About 75 percent of the relief granted is worked out by the recipient.

Tennessee started out last fall by placing its state relief administration in the hands of its highway department where it has remained despite the efforts of the experienced social workers of the state to have a relief commission set up. The governor has named a central committee consisting of his secretary, the state finance director and the head of the highway department, to administer such funds as can be secured from the R. F. C. There has been no state aid and very little local public financing of relief. For several months no direct relief was allowed, as the previous governor was opposed to a "dole" and insisted that all relief granted must be worked for on the state highways. The new executive, Governor McAllister, has recently modified this prohibition and is allowing allocations for direct relief to be made to the four larger cities of the state and to a few of the counties. None of the state-secured funds are available for service and operation expense, however, a restriction which has greatly handicapped the work in some quarters and caused a complete suspension of intake in Memphis early in March.

IN each county a relief superintendent is appointed by the governor, who is responsible for the local operation of the state program. In the rural areas, there is also a relief committee to assist the superintendent in determining who is entitled to relief. In Memphis, Chattanooga, Nashville and Knoxville, the mayor or chairman of the county board is authorized to designate one or more of the local agencies to handle this investigational function. Outside of these cities, social workers are conspicuous by their absence. There are none on the staff of the central committee, hence no state-wide supervision of relief policy except that furnished by technicians from other fields.

Cash wages are paid for work relief, the rate until recently being twenty cents per hour. On March 1 the rate per hour was cut to 12½ cents and the hours lengthened. For each dollar of R. F. C. money spent for relief wages, the material and supervision costs met from local and state funds average from fifty to seventy-five cents. Federal aid to the extent of $2,466,123 has been secured since the beginning to last through March.

Kentucky's relief administration was launched last fall under the direction of a relief commission which resigned within a month and left the program under the supervision of a director responsible to the governor. Committees of five have been set up in each county sharing in the funds. So far these funds have come exclusively from the R. F. C. There has been no action on the part of the state itself to participate in the relief-financing program of its subdivisions.

The principle of requiring all able-bodied applicants to work for the relief which they receive predominates in the Kentucky program. It is the obligation of the local committees to pass upon applications for aid, to line up work projects, and to see that the necessity for direct relief is reduced to a minimum. Payment is in orders good for food, fuel, clothing, drugs and so on. Cash relief is prohibited, whether direct or in the form of work-relief wages. All merchandise orders are cleared through the state relief administration and are paid from a central fund.

The assistant director of the Relief Commission is a trained social worker, occupied with the task of developing the local workers into competent relief executives. She is assisted in this by a staff of field representatives.

In Louisville the Department of Public Welfare had been operating a work-relief program in which cash wages were paid. The state administration's ruling against cash wages caused a conflict when Louisville was obliged to ask for state help. This has

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Community Action

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been compromised by the state paying the wages in merchandise orders, or "scrip" as it is called locally, for two weeks' work out of three, Louisville paying the third week's wages in cash from her own funds.

The R. F. C. has granted this state $5,162,166 since last October of which $2,609,708 was for the months of March and April.

Louisiana's operations have been under an Unemployment Relief Committee appointed by the governor last August. The state was districted and relief units were set up in each parish (county) at which registrations were taken for cash wage-relief employment. Work has been provided, largely on the highways and in the parks, at $1.50 per day. The daily rate for white and Negro workers is the same, but the latter have been assigned fewer days in the week. Relief wages have been paid entirely from R. F. C. funds, except in New Orleans where there has been participation by the city. A total of $7,602,506 has been secured from the R. F. C. for the seven months beginning last October and ending April 30, 1933.

At the middle of February, 29 percent of the State's population were working for relief wages. In New Orleans only 11 percent were relief charges but in some of the rural parishes as high as 89 percent of the population were on relief. A drastic retrenchment was in prospect for the rural areas.

Louisiana has gone far beyond most other states in the matter of providing staff. In February there were 1287 investigators and clerical workers on the Unemployment Relief Committee's payroll, stationed in the headquarters, district and parish relief offices. The combined relief case-load at that time was 136,000.

New Orleans is practically the only community in the state that is meeting part of the relief bill from local tax funds. The City is providing $60,000 per month from a bond issue approved last spring, and with this is supplementing, to the extent of fifty cents per day, the $1.50 relief wage paid by the state from R. F. C. funds. In some localities there are small voluntary emergency funds, but in the main the state is on a strictly federal aid basis.

While the state's program is essentially one of work relief, there has been a recent modification in the case of New Orleans to allow a larger part of the funds to be used for direct relief.

Alabama has set up a Relief Administration consisting of a board of five receiving its authority from the Governor. This board has retained a director to supervise all phases of the state's program except that of investigating and certifying relief applicants, which function has been turned over to the State Child Welfare Department. County officials are called upon to set up or designate agencies within their counties to handle the actual work of distributing relief. In most counties the local Child Welfare Board has been named. Where emergency committees have been formed the selection of the director of relief is subject to the approval of the State Child Welfare Department acting for the Relief Administration. Local relief directors are paid from local funds, but other local staff members are paid from the relief fund.

It is the desire of the Relief Administration to have all employable applicants work out their relief, and to that end work relief divisions are provided in each county unit. Direct relief is, however, given as needed. Excluding the City of Birmingham, about 90 percent of the relief given has been in the form of work. The local common labor rate is followed with payment in cash.

This program got under way January 1. Approximately $2,800,000 has been received from the R. F. C. for the first four months of the year. In addition, the City of Birmingham and Jefferson County secured $496,704 from the same source in the closing months of 1932.

The Relief Administration has, in addition to its work relief, accounting and social-service divisions, a committee on subsistence gardens and another on Home Economics. It is hoped that a considerable measure of rehabilitation and self-help can be achieved through the efforts of these committees.

Birmingham's relief load mounted until, in January, 18,642 families were receiving relief of which about 65 percent were Negroes. The 1932 relief bill of the largest agency, the Red Cross Family Service, was $1,187,017 which was more than twice the combined expenditures of the previous six years. The Chest provided 28 percent of this budget, the city and county 15 percent and the R. F. C. 57 percent.

Birmingham has continued to develop its diversified work-relief program which provides employment for about half the relief cases in any one month. Payment is in grocery orders or rations issued from one of the several food depots operated by the Red Cross Family Service, except for a limited number of workers paid in cash.

North Carolina has been using its State Department of Welfare for the administration of state-wide relief. In January its case-load exceeded 140,000 relief families and was continuing to climb. Work relief predominates in this state.

The R. F. C. extended aid to the extent of $3,036,000 up to the end of February and an additional $2,038,000 for the months of March and April.

An extensive subsistence garden program is being launched with the aid of the state agricultural department. It is reported that the state administration does not anticipate a substantial decline in relief demands until these gardens begin to yield a food supply.

In *South Carolina* a State Relief Council directs the program. It is represented in each of the forty-six counties by relief councils, appointed by the governor, each with a director of welfare and a social worker. Counties are grouped into seven districts. There is no participation by local governmental officials.

Three quarters of the counties' allotments are earmarked for work relief, one quarter for direct relief. Work relief is at wages ranging from forty to seventy-five cents per day for laborers; one dollar to $1.25 per day for foremen. Most of the work projects are in connection with road building and repair.

Despite the formal set-up of the relief administration, it is reported that the actual selection of accepted relief cases from the many registered applicants is done without an investigation or home visit, the general theory being that the low wages will automatically bar all those except the really destitute. It is also reported that when an investigation is considered necessary, the responsibility for making it is assigned to the foreman on the project where the applicant is expecting to work.

Every county in the state is now sharing in R. F. C. funds, which were granted in an amount totalling $1,700,800 up to March 1. For the months of March and April a grant of $2,101,015 has been made.

Texas, a state of six million people residing in 254 counties, began devising its first relief administration in March with the aid of a representative from the American Public Welfare Association. Prior to this development, the three regional directors of the Chamber of Commerce of the state were charged with the responsibility of "equitably distributing" such R. F. C. funds as the governor had secured for the relief of destitution within the state's far-flung borders. Up to March 1, $4,135,134 came from this source with $1,377,955 more allotted for March.

Fruits of Experience

CHESTER I. BARNARD, state director of emergency relief in *New Jersey*, in resigning the position held for eighteen months, made the following major recommendations to the governor and legislature:

1. That emergency relief hereafter be chargeable 100 percent

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to the state, and administered locally by state employes, except in such municipalities as may elect to pay 50 percent of relief costs and retain control of the local disbursement of funds. The discretionary powers accorded the director in the law of 1932 have been more and more invoked for special grants until, of the municipalities receiving state aid, 65 percent are receiving more than the "normal" 50 percent refund which the law contemplated. This, Mr. Barnard believes, results in great inequality, especially as the Emergency Relief Administration has no adequate machinery to examine the claims of individual towns as to inability to meet relief costs. He would use the wider taxing powers of the state to create an "equalizing" fund for unemployment relief, recognizing that the time has passed when the term "emergency" can logically be employed.

2. That a policy be adopted of paying rentals for persons on poor relief lists in the amount to cover the taxes, water rate, and 3 percent on the assessed valuation of the property, involving payments of ten to twelve dollars per family per month, and adding a million dollars a month to the state's relief bill. Such a formula, he states, clearly avoids any possibility of profit to landlords, yet is sufficient to cover the unavoidable out-of-pocket expenses to which the ownership of these properties subjects them. The present practice (of avoiding the payment of rent till eviction proceedings have been started) "is by indirect methods to require the use of private property for the housing of public charges without compensation, at the same time that public authority is imposing substantial charges in the form of taxes against the property so used."

3. That men performing "work-for-relief" under the New Jersey plan for 1932 be removed from the application of the State Workmen's Compensation Act, at the same time vesting the state director of emergency relief with power to create in effect an insurance system within the emergency relief administration for their protection.

New England Developments

THE *New Hampshire* Committee on Unemployment Relief, with the vigorous cooperation of Governor Winant, has been introducing new blood into the somewhat antiquated system of poor relief in that state. In the summer of 1932, several cities and counties which were in trouble over increasing relief expenditures turned to the state for help. The governor had at his disposal a small discretionary fund, which he agreed to apply to the purpose wherever the overseers of the poor or the county commissioners would accept the services of a trained social worker, whose salary would be paid by the state, and who would be responsible, under the existing local authority, for family investigations and for setting local standard of relief. Several public officials, scenting interference with cherished ways, or anticipating awkward discoveries, refused the assistance offered. But others accepted eagerly, and by November, seven trained workers were stationed in different counties, under a supervisor in the office of the Committee on Unemployment Relief. About this time, New Hampshire secured the first of a series of loans from the R. F. C. which amounted to about $1,400,000 on February 15. With this money in hand, the program was pushed more vigorously, and in the end the most recalcitrant local officials fell into line. Early in March, twenty-eight trained and experienced social workers were on the state payroll, and in many places had so far succeeded in overcoming the initial prejudice which had greeted them, that overseers and commissioners were asking for more to be assigned as the load increased. The Commission has experienced great difficulties in finding trained people enough to meet the demand which has been aroused for their services in rural and urban New Hampshire. Precedence is given to residents or former residents of the state, but many have had to be drawn in from outside its borders.

Rhode Island was the first New England state to undertake state relief. In 1932, a loan fund of $2,500,000 from accumulated gasoline and automobile taxes was made available to cities and counties for relief. The State Unemployment Relief Commission allocated the money, on the basis of assessed valuation, but had little more than a financial supervision over its expenditure by the local directors of aid. Some communities did not borrow the amounts allotted, so that approximately three hundred thousand dollars of the fund was not expended.

Shortly after his inauguration in January, Governor Green declared an unemployment emergency to exist, in order to secure consideration by the legislature of the new administration's relief legislation, which, modelled closely on the New York act, reorganized the State Unemployment Relief Commission, and greatly extended its discretionary powers, enabling it to set up standards for local administration. An appropriation of three million dollars was included, to be secured through further diversion of road tax funds and a special tax on corporation earnings. This provision was bitterly fought by the state highway department, automobile clubs, and other interests. In the end a bond issue of three million dollars was substituted, which will be voted upon by the people at a special election within the next two months. Otherwise the bill was enacted substantially as drawn, Governor Green becoming chairman of the new state commission.

Since relief could not wait upon the special election, recourse was had to the R. F. C., which in February loaned $893,000 to Rhode Island. State assistance to municipalities will no longer be on a loan basis, but will be outright grants on a 50–50 matching basis. The loans made to municipalities last year have been remitted. In addition, the October tax payments in 1932 have been returned to the towns and cities for relief purposes. It is expected that about seven million dollars will be available for relief during 1933; and of this, due to the remissions just mentioned together with the aid received from the R. F. C., the municipalities will have to find only one million in new money.

The enlarged staff of the Commission, in addition to the director, Henry T. Samson, who holds over from the previous administration, consists of an assistant director, a chief accountant and two field accountants, two field supervisors, an engineer in charge of work-relief projects, and a case-work supervisor. Trained social workers, either secured through the Commission or approved by the case-work supervisor, must be in charge of the actual contacts with families in the local relief offices, some of the smaller of which will probably be combined for administrative purposes. All salaries are paid from funds allotted by the state, though the directors of public aid, who are nominally in charge of local distribution of home relief, continue to be appointed and paid by the municipalities. Work relief is to be managed by local boards appointed by the state commission, as in New York.

In New Hampshire, where the county governments have always had an important share in relief, the tendency appears to be towards centering responsibility for emergency relief in the county units, a plan strongly urged in the report by the Brookings Institution on New Hampshire government. In Rhode Island, where the township is the only functioning unit of government, no such tendency is apparent, unless the proposed combination of small townships into "welfare districts" be a step in the same general direction.

Gardens!

NOW is the time for garden committees to be getting their plans in order in the northern half of these United States. Down in Dixie they are busy, apparently, the year around.

The Russell Sage Foundation (Charity Organization Department) 130 East 22 Street, New York, has prepared a short report, The Subsistence Garden: A Community Program, based on reports secured from sixty-nine cities and twenty-three states. It does not tell how to grow vegetables; but it does suggest the preliminary steps in community organization, publicity and finance, the personnel and equipment required, the knotty problems of transportation, supervision of gardens and gardeners, and preservation of produce, which are likely to be met, and the returns to be expected. A single copy may be secured free; a small charge will be made on quantity orders.

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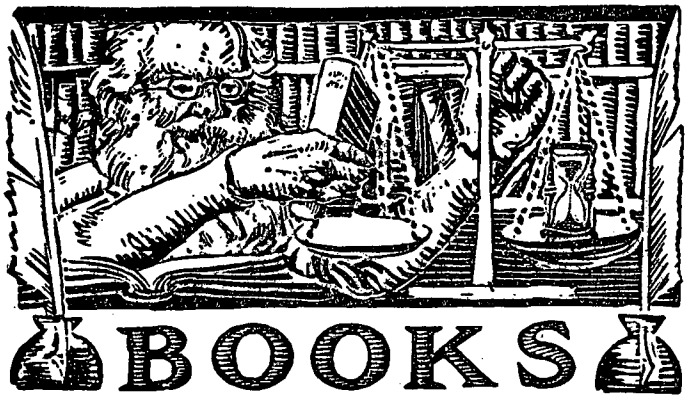

The Princeton Plan

THE ABOLITION OF UNEMPLOYMENT, *by Frank D. Graham. Princeton University Press. 99 pp. Price $2 postpaid of The Survey.*

IN this book, popularly thought to be a simplified scheme for avoiding progressive starvation, Professor Graham of Princeton has included a very readable analysis of the causes of unemployment (Chapter VII), and a valuable discussion of other proposed roads to recovery. As a lagniappe, he disposes of several fantastic fallacies without betraying his professorial status.

Dr. Graham earnestly suggests that idle workers be employed to produce the goods they actually require as consumers under relationships they already understand. An Emergency Employment Corporation, with or without government support, would be formed to bring together, voluntarily, idle men, material and manufacturing and distributive facilities. The Corporation would make contracts with going concerns for the rental of idle equipment, and would supply these producers with material and workers to manufacture identical goods. The total weekly output of Corporation goods would be given current dollar valuation, for accounting purposes, but all wage-payments would be made in consumption certificates, representing shares in the total production. These certificates would constitute requisitioning power, exactly equal to the output, on retailers who would stock the goods, and retailers would use the certificates either for stock replacement, or as scrip, redeemable also in the Corporation goods represented.

Wherever possible, consumption certificates would be used for payments. Some costs, however, would require cash, and to meet these the Corporation would sell certificates for cash. Suppliers of raw material would be offered a price premium to take certificate payment.

The wage-rate would be based on the value of an hour's unskilled labor. The *relative* rewards of different types of workers would remain as at present; the *absolute* pay would depend on the Corporation's total output of final goods.

Dr. Graham has suggested reasonable-sounding methods of handling slow-moving merchandise, worker-training, transport, reserve labor supply, instalment sales and so on.

In dealing with objections (Chapter VI), the author touches a high-water mark, both in methodology and in full, consistent, factual rejoinder. He freely admits the administrative difficulties, the possibility of gross inefficiency, but accepts no anticipated difficulty as a real danger except the possibility of not getting started.

Dr. Graham maintains that cooperation of enterprisers and organized labor would be assured, because each group is capable of judging its true interest. The events of recent months, particularly the banking crisis, preclude belief in this principle. Labor would be highly suspicious of this potentially largest employer in the country, with no established labor policy, while producers and rentiers would justify infanticide to protect skeleton markets against such a baby competitor.

The broader 1933 principle of "crisis decision arrovation" is likely to bring the Graham plan into being. Already there are rumblings in several commonwealths. Attorney-general O'Brien of Michigan has drafted legislation designed to take over idle industries, and idle equipment of industries, at work only part-time, to provide employment. Socialist legislators in Pennsylvania and California have similar ideas. The economists' dreams of pure equilibrium and a closed order of society may arrive by default.

Dr. Graham states (p. 78) what Bassett Jones has mathematically demonstrated recently, that productivity cannot support debt, because the growth factor of productivity does not, on a price basis, and cannot, on a natural resource basis, be in consonance with the growth factor of the compound interest table. The Graham plan would avoid burdensome interest charges. Could it pay taxes? Or escape taxation entirely? The real administrative difficulty would arise when the enterpriser demanded rent adequate to pay obsolescence, taxes and fixed charges.

Several observers, including advisers of President Roosevelt and Technocrat Scott, have been quoted as stating that even if industry returned to its 1929 level, several millions of the presently unemployed, estimated by Business Week to exceed fifteen million, could not be absorbed. Dr. Graham believes his balanced load plan of production-consumption, without resort to agriculture, could care for all employable. Certainly there exists enough raw material and plant equipment for the experiment. At the peak of employment in manufacturing industries, about nine million were at work; at present, about five million producing approximately 62 percent of the 1929 physical volume of goods. Let the reader compute for himself what would happen to the physical volume of goods if any considerable portion of the fifteen million unemployed were put to work even at a low-efficiency factor. Undoubtedly it would be large enough to supply at once a minimum standard of living for the families of all Corporation employes. The results, in addition to pleasing the Socialists and economic planners, might tickle the Technocrats, for conceivably it could show that a price system is not needed. Dr. Graham is on the threshold of a new concept of value.

LEON HENDERSON
Russell Sage Foundation

Chicago in Chains

THE GOVERNMENT OF THE METROPOLITAN REGION OF CHICAGO, *by Charles E. Merriam, Spencer D. Parratt and Albert Lepawsky. University of Chicago Press. pp. XXII; 193. Price, $2 postpaid of The Survey.*

THE crazy quilt as a design for a bed covering has had its day; as a pattern for the government of metropolitan areas it is still in the height of fashion. In the chamber of metropolitan horrors, Chicago ranks as the chief spectacle and in the brief book under review Professor Merriam and his collaborators have exposed it in all of its revolting aspects. They have defined the Chicago region as that area within a radius of fifty miles of the intersection of Madison and State Streets. It contains some five million souls and maintains a total of sixteen hundred local governments with independent taxing powers. These governments support some seventy-seven hundred elective officials and eighty-five hundred employes, spending $350,000,000 annually. It boasts 350 police forces, 343 health agencies, 1000 school systems, 167 public water systems, 556 independent courts. The economic and social losses arising from this disorganization are daily becoming more serious. In Part II of their book the authors describe the system (or lack of system) at work. Their indictment is complete.

In Part III, they examine several possible ways out. A first step might be the consolidation of the twenty governments wholly within the City of Chicago. Annexation by referendum is appraised as a slow process. Next is the possibility of a federation of friendly cities, but recent experience in Pittsburgh and St. Louis suggests that it is difficult. Outright consolidation of Chicago and Cook County is held to be the most obvious solution as far as the county area is concerned. But profitable as this would be, it would not meet the needs of 1,500,000 people outside Cook County.

The state government has been a drag. The legislature, in which Chicago is denied proportionate representation, is unduly meddlesome. Constitutional home rule for municipalities, enabling greater control by the region over its own destiny, is correctly held to be indispensable.

In the chapter on independent statehood for Chicago, Professor

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Merriam advances a possibility to which he has often called attention in the past. On its broadest scale the new state would include parts of Indiana and Wisconsin. This plan offers the most complete theoretical solution of the difficulties. Unlike most observers, Mr. Merriam does not believe that it is outside the range of practical possibility. Because many of Chicago's problems are common to all large cities, this dramatic picture of one region in chains should inspire action in others.

H. W. DODDS
Princeton University

Cell Days

PRISON DAYS AND NIGHTS, *by Victor F. Nelson. Little, Brown. 283 pp. Price $2.75 postpaid of The Survey.*

ONE of the things for which The American Mercury will be remembered when, like all good magazines, it has ceased to find publication interesting, will be the encouragement it has given to prisoners to describe prison life and to tell the stories of their own extraordinary careers. Victor Nelson is Mr. Mencken's latest "find." The book displays the usual one-sidedness in its efforts to assess and interpret the work of prisons and of prison officials, but it is a brilliant interpretation of the thoughts, experiences, emotions and conduct of great numbers of prisoners.

The chapter on Remembered Conversations, tossing the ball of small talk back and forth among those whom society has locked up, gives a searching and (in the last analysis) terribly disheartening picture of the sterile minds and warped attitudes of persistent law-breakers. Every institution officer—and everyone else, for that matter—ought to learn something about criminals from such conversations. So, too, the chapters on Men Without Women, on Prison Stupor, on Prison Ethics and Etiquette and on The Freedom of the Convalescent are all shrewd analyses by one who, whatever else may be said of him, may qualify as an expert in this field. Nelson knows his professional colleagues—and knows them well. In some respects the book is the best yet written by a man who has looked at the sun from inside a prison.

On the other hand, the author is, in the main, bitter and unfair about current penological efforts. For a man who has received most of his education in prisons to say that he never saw an attempt to reform a criminal is ridiculous. At the present moment he is on parole to a Massachusetts psychiatrist, Dr. Abraham Myerson; and this, too, might be interpreted as an attempt at reformation. Insofar as Nelson suggests that American penology, by and large, is inadequate, he is right; but he goes a great deal farther than that and if his statements are fully believed, his book will not only be misleading but will harm the very thing he professes to wish, namely, an intelligent penology. He is to be congratulated on his knowledge of his own kind, but the ranks of prisoners have yet to produce a man who can talk sanely about the sensible treatment of those who persistently break society's laws.

WINTHROP D. LANE
Trenton, N. J.

Clubs for Working Boys

LADS' CLUBS, *Charles E. B. Russell and Lilian M. Russell. A. & C. Black, London. 272 pp. Price 5s net.*

UNTIL his death in 1909 Charles Russell was a very active worker in the organization of clubs for working boys. The term "lads" seems to be more in the English vogue. For the United States the title is not so good; indeed, because of the title I hesitated to take the book off the shelf for more than a month. I found the contents very much to the point for one who is working with boys. The Russells' handbook was so popular in England that Mrs. Russell was persuaded to write this revision twenty-three years after Lads' Clubs first appeared. The chapters deal with organization, management, finance, discipline and other matters important to workers in this field. The preface is written by A. H. Norris, chief inspector of reformatory and industrial schools.

NELS ANDERSON
Seth Low Junior College

COMMUNICATIONS

Who Shall Go to Conferences?

TO THE EDITOR: Our inquiry, Who Shall Go to Conferences? (see The Midmonthly Survey, January 1933, page 45) brought forth a variety of opinions indicating that while the matter of convention attendance from chest cities is of course a minor one, it does raise the question of centralized authority as against individual agency autonomy, a moot question in social-work administration. On the whole the suggestion that the chest nominate delegates was met by a feeling that such authority carried with it the danger of dictatorship, of losing the democratic values inherent in the local agency autonomy. It seems to me however that even in this relatively unimportant matter a greater degree of fairness in the use of funds could be assured not necessarily through centralized control, but through a central body fairly representative of the individual agencies.

Following are excerpts from some of the letters received in answer to our query. We shall welcome any further comment.

WALTER M. WEST, *executive secretary, American Association of Social Workers:* It would seem to me that conference attendance is one of these things that could be over-simplified and over-systematized. One person does not bring away from a conference the same thing that another does, and it is unlikely that the values secured from several delegates could be concentrated in the experience of any one person. . . . Judgments, I think, should be as decentralized as possible since each agency is in the best position to determine conference representation as it relates to education and morale. Quite possibly many agencies have fallen into negligent habits about conference delegates. I should think that a central organization might well call the attention of the several agencies to the need for careful consideration of the value of conference attendance, recognizing that any particular conference may have more to offer to one type of social worker than to another—which argues against strict equalization from a central source.

GEORGE RUBINOFF, *Bureau of Jewish Social Research:* There is merit in your consideration that social workers' attendance at conferences should bear some relationship to the needs of the community as well as of the workers. Nevertheless the answer to your question involves fundamental considerations of community planning since it derives from the same roots as the whole gamut of questions on agency programs, activities and budgets and the essential conflict between agency autonomy and community planning. Ordinarily I would assume that the individual agencies would be in a much better position to judge the extent to which their people needed or could profit by conference attendance. A set of principles might well be prepared by the Council of Social Agencies for application by the individual agencies, but I can see great hazards in an extension in this matter of the powers of the Community Chest.

HOWARD R. KNIGHT, *general secretary, National Conference of Social Work:* I have felt that more careful planning and preparation of the attendance at the National Conference from any given community would result in far greater benefits to the community from that attendance.

A. D. HARDIE, *general secretary, Federation for Community Service, Toronto, Canada:* Within the last two years we have formed a representative committee to go over the names of proposed delegates submitted by agencies to endeavor to see that conference allocations were used to the best advantage of the community. The matter has not been given a fair trial. . . . I think that the right method is to set aside at the beginning of the

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year the sum to be used for conferences, this to be distributed among agencies by some central committee.

JOANNA C. COLCORD, *Russell Sage Foundation, New York:* It seems highly undemocratic to me to have the chest decide who shall attend the National Conference. . . . The best method of handling conference attendance that I know of was developed before my day in the Minneapolis Associated Charities. A lump sum was allowed for conference attendance. Staff members who wished to go and were willing to pay part of their own expenses registered with the general secretary. When all bids were in, the lump sum was divided and each person notified of his proportionate share. If it turned out to be less than some could afford to supplement for the trip they withdrew and a new division was made. The division finally reached meant the largest number of persons who could go at their own expense less the fraction of the lump sum available for each one. SIMON DONIGER
Executive Director, Jewish Guidance Bureau, Newark, N. J.

"Living on a Surplus"

TO THE EDITOR: At a meeting of the Los Angeles Chapter, A.A.S.W., which the writer attended, Professor Burgess, whose article appeared in the January Midmonthly Survey, asked a question. It was addressed to the speaker of the evening, William H. Harriman, superintendent of the Los Angeles County Charities. "Mr. Harriman," said the professor, "you have referred to the method of getting food by the Unemployed Relief Association as 'chiselling.' You also told us that your organization provides them with gasoline to run their trucks for this work. Can you tell us what these needy people do for the things that cannot be chiselled—housing, fuel, light, clothing, etc.?" Mr. Harriman made some irrelevant remarks, but left the question unanswered.

Having read Professor Burgess's article I gather that he made no further effort to get an answer to his question. But using his most vivid imagination around a few sacks of food and untimely analogies, he gives a confused and confusing picture of "idle labor exchanged for excess crops by California cooperatives," which is presumably solving the problem of unemployment of thousands. He picks up little deeds of sweetness and light—here a donation of cheese; there of five hundred boxes of oranges; elsewhere empty jars brought in by Boy Scouts; he gives a sample of produce intake "on a Saturday morning late in August" for his up-to-date information in January. But he fails utterly to show how the problems of adequate food, housing, heat and light, clothing and medical care are being met. Unless we are to assume that since the "appropriation from the Los Angeles County Board of Supervisors of $10,000 for gasoline solved many problems," it covers all of them. A less informed and more inadequate presentation of the self-help movement in Los Angeles is hard to imagine.

Lack of space obviously does not permit a full discussion of the development and present condition of these Unemployed Relief Cooperatives. Their lack of a unifying policy and a large objective is painfully apparent. Their archaic, catch-as-catch-can methods of getting assistance are playing them into the hands of venal officials and reactionary groups. There are many, like Professor Burgess, who like to think that these thousands of self-helpers are housed and fed and clothed adequately. The facts are that they have never had even enough food. Their own Bulletins, which apparently Professor Burgess does not read, discuss little else than evictions, gas, light and water shut-offs; lack of staples; milk, meat. "Conditions," they say, "are becoming more critical every day. . . . Many of the commissaries are practically empty. . . . In many homes the light, gas and water have been turned off; and the treatment of the unemployed in the hospitals is shameful. . . . Unscrupulous officials do nothing but pass the buck."

The Board of County Supervisors has promised $10,000 for March and a like sum for April. There are approximately fifty thousand members in the county units to be cared for. The city units have a membership of about twenty thousand and an appropriation of $10,000 for two months was made by the City Council. There is no "surplus" of vegetables or fruit and won't be for some months. Only about 20 percent of the self-helpers are being given any assistance by the County Charities. Like other victims of *very poor relief* these thousands of independent Americans live below the minimum level of subsistence.

No, there is no promise in ragged individualism, nor in the bartering of collective power for a mess of vegetables!
Los Angeles, California MATILDA ROBBINS

TO THE EDITOR: "We are doing for ourselves and not waiting for others to care for us. Action speaks louder than words. We are making history instead of propounding pretty theories." These are the words of C. M. Christoffersen, president of the Unemployed Cooperative Relief Council, coordinating agency for some forty organized associations in Los Angeles County, on reading Miss Robbins's letter.

My article made no claim that this movement, in its present form, is a fundamental solution of the unemployment problem. Whether the principles upon which it and many other cooperatives in a score of states are built may be taken as a basis for a far-reaching plan to "solve" this problem by putting the unemployed to work to produce and exchange goods exclusively for their own consumption is, however, a question which this vital movement has led many to ask. Prof. Frank D. Graham of Princeton in his suggestive volume, The Abolition of Unemployment, makes an excellent case that such a national scheme is practicable. The movement in operation in Los Angeles County, however, is merely meeting an emergency need primarily by the simple methods of barter of labor for food, described in my article.

Mr. Christoffersen (writing March 9, 1933) answers many of Miss Robbins's criticisms:

Some of our recent accomplishments may be enumerated as follows: Houses are being painted and repaired in exchange for rent or other necessaries. . . . We now have a sufficient quantity of cabbage, carrots, lettuce and fish. . . . At present we have on hand more oranges than neces-

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OPPORTUNITY

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sary, and are bartering a quantity of them for dried pears with the San Jose group. . . . These, of course, are but the highlights on recent developments, but perhaps will enable you to bring out the fact that we are constantly adding to our variety of surplus supplies.

I feel that the fundamental principle is that the mere fact that it is *obtainable* proves that it is *surplus*.

Yes, of course we are getting along on less than we might desire, but we are nevertheless *living*. There are thousands of people who obtain food from no other source than through the cooperative activities, and they are still healthy and active after months of such diet. In fact, I might point out that many of our group are living better than others who are eking out an existence by working all day for low wages. . . .

The roots of our work go much deeper than "the stomach," I believe. While we had no definite plan for "moral rejuvenation" or "rehabilitation," it has nevertheless worked out that way. Many sensitive people find it impossible to preserve their self-respect while obtaining aid from organized charity, but feel different about coming into our group. "He who does not work, neither shall he eat"—is much more far-reaching than merely "driving" people to work!

Some charity workers find it difficult to appreciate a movement of this kind. Undoubtedly, expert case-work technique, professional skill in handling the needs of "clients," is lacking. The unheard of procedure of clients conducting their own relief program is being adopted!

Mr. Christoffersen, in addressing a college audience, made this striking statement: "Ordinary charity methods are designed to meet the needs of abnormal persons in normal times and unsuited to meet the needs of normal persons in abnormal times." There may in some cases be more than a grain of truth in this drastic criticism and it may explain why some charity workers fail to appreciate the significance of this movement. The inadequacies of the scanty livelihood provided by the cooperatives is also a target for those of communistic bent. In a land of potential plenty, direct action seems a more effective method than the slower road of cooperation.

The contributions from the county supervisors and from the Los Angeles City Council, referred to in Miss Robbins's letter, are evidence that responsible authorities have some degree of confidence in this organization.

It does not need even the "vivid imagination" with which Miss Robbins credits me, to see the potentialities of self-help organizations springing up throughout the United States where groups of men, abundantly able to support themselves if employment were available, organize to meet their own needs—and in spite of dissensions within, lack of managerial experience and attacks from officials and social workers, have a considerable degree of success.

Claremont, California J. STEWART BURGESS

But Still a Large Number

TO THE EDITOR: In the note in The Midmonthly Survey [February, page 84] about our report on self-help you say that the committee estimates that well over a million persons in the State of Washington are members of the leagues of the unemployed. That estimate was intended to cover the entire nation, but a mistake in the mimeographing conveyed the wrong impression. The number organized within this state is not over a quarter of a million. ARTHUR HILLMAN

Department of Sociology, University of Washington, Seattle

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GOSSIP: of People and Things

"We Knew Them When"

THE Bulletin of the New York A.I.C.P. (and to get this you don't have to know what A.I.C.P. stands for) calls attention to the fact that Sinclair Lewis, author of Ann Vickers, was once upon a time one of its visitors attached to the Joint Application Bureau. Was that where he learned about social workers?

And the New York Children's Aid Society steps up with the claim that Mrs. Franklin D. Roosevelt learned about social work from them. At the age of five she was taken by her grandfather, the father of President T. R., to the Thanksgiving dinner at the old Newsboys' Home, an activity of the Society. Here she helped wait on table, "How successfully," she says, "history does not relate," and here she saw her first show, put on especially for her benefit.

Speaking of Mrs. Roosevelt, Survey Associates puts in its modest oar with mention of the fact that since 1926 she has been one of them.

To the deep regret of everyone connected with the New York Charity Organization Society, Lawson Purdy, for fifteen years its secretary and director, has resigned. Mr. Purdy has long contemplated retiring at seventy, an age he is now approaching. He has been for years active in the administrative affairs of Trinity Church and was recently appointed its comptroller. Porter R. Lee, director of the New York School of Social Work, succeeds him as secretary of the C.O.S.

BEGINNING next fall Pioneer Youth will claim the full-time service, as assistant director, of Agnes Sailer who for four years has been teaching at the City and Country School in New York, with her time off spent in Pioneer Youth's summer work in the mill-towns of the South and the mining towns of West Virginia.

A volunteer for volunteers says the American Red Cross as it appoints Frances Evelyn Paton of Washington, D. C., as assistant director of volunteer special services to succeed Josephine L. Atkinson, resigned.

Glory and Grief

AS a depression team Mary Amberg of Chicago offers the twins born to one of her neighborhood families which already boasted nine girls and one boy. The twins were solemnly christened Gloria and Dolores.

To the honor roll this month comes Dr. Richard A. Bolt, director of the Cleveland Child Hygiene Association, who has been awarded an Oberlaender Trust fellowship "to carry on a detailed study of maternal and child welfare conditions in Germany and Austria." . . . Martha Berry, of the Berry Schools, Georgia, has added to her already notable collection of honors for public service the Eleanor Van Rensselaer Fairfax Medal of the National Society of Colonial Dames in the State of New York. . . . The Cameron Prize for 1933, an award made annually by the University of Edinburgh, Scotland, on the recommendation of its medical faculty, has been given jointly to Dr. George F. Dick, professor of medicine of the University of Chicago, and to Dr. Gladys H. Dick of the John McCormick Institute for Infectious Diseases, in recognition of their work on the etiology and treatment of scarlet fever. The prize at present exchange amounts to about $685. Other Americans who have received it in past years include the Bostonians, Dr. Harvey Cushing, Dr. George R. Minot and Dr. William P. Murphy.

THE Catholic Charities Review asks everyone who is contemplating going to Paris in May to participate in the international celebration of the centenary of the St. Vincent de Paul Society, to communicate with Richard H. Farley, 535 Fifth Avenue, New York, who is in charge of travel arrangements.

. . . and Sometimes W and Y

PRACTICE has made William Hodson of the New York Welfare Council virtually perfect in knowing just what organizations people are talking about when they toss off T.E.R.A., A.I.C.P., F.W.A.A. and so on. But the other day he met a new one. On his desk was a card leading off with A.A.S.W.T.E.A. "Whew," quoth W.H., "now what!" He got A.A.S.W.—American Association of Social Workers. But T.E.A. What new stunt was Walter West pulling? T.E.A.—T.E.A.? Then came a great light, "Oh TEA, tea,—it isn't a new organization at all. It's a party."

DR. Lawrence C. Kolb, a senior surgeon in the U. S. Public Health Service, has been appointed superintendent and chief medical officer of the Hospital for Defective Delinquents which the United States Bureau of Prisons is building at Springfield, Mo. The new institution, which will be completed in midsummer, will serve as a special medical center for the whole United States prison system.

IN line with the general broadening of its program as reported in this department last month, the William T. Carter Foundation of the University of Pennsylvania is undertaking a year's experiment to prepare physicians for dealing with the more common behavior problems of children. In cooperation with the Children's Hospital and the Child Guidance Clinic, Dr. Frederick H. Allen, director of the clinic, has been appointed a special member of the staff of the Foundation to conduct a weekly seminar where physicians will discuss the child problems on which parents and others seek their advice. The Foundation has also added to its staff Elizabeth McCord of the Community Council, seasoned caseworker and teacher.

FROM Sioux City, Iowa, on the eve of setting sail for Fort Wayne, Indiana, writes Uncle Alec Johnson, whom age cannot wither nor custom stale: "Tonight I gave my concluding talk of a course of six to the staffs of the welfare agencies. I am to speak at a dinner meeting of social workers whom I mean to tell how I look upon them with a mixture of sorrow and envy, sorrow for their immediate hard lives, envy for the fine things they will live to see. Next Sunday I am to talk to the Unitarian Club of Davenport. I spoke in this same church forty-three years ago, the occasion being the first anniversary of the beginning of organized charity in the community. Then I told them our hopes for the new movement. Now I am to tell them how some of these hopes have been disappointed while some of them are still glowing. Rather interesting, isn't it!"

REV. Paul Sperry of Washington, D. C., has been appointed director of the National Library for the Blind, a post vacant since the death last summer of Etta Josslyn Giffin.

Clever,—Eh, What!

JUST not to take things too seriously and because someone heard the word "stoopnocracy" on the radio and thought it was funny, a merry group of New York financial and business big-wigs have incorporated the Society of Stoopnocrats for the declared purpose "of relieving destitute and unemployed individuals without regard to race or creed." Says the chief Stoopnocrat, "Our society takes its inspiration and its spirit of buffoonery from one of the most famous and greatest charitable organizations, Ye Ancient Order of Frothblowers of England." One of the rules of the English society is that, in order to encourage good fellowship, a member must stand treat unless he can produce his especially designed cuff-links. The American model proposes to "confer various fanciful titles on its members in order to elicit their interest."

HER parents, Mr. and Mrs. Lytle G. Zuber of Columbus, O., promise that she will answer to Tripp, though they have named her officially Lucy Fitzhugh Lay Zuber. Her mother, you've guessed it, is the erstwhile Carolinian, Lucy Lay, before her marriage on the staff of the National Conference of Social Work.

HOWARD W. Odum, director of the Institute for Research in Social Science of the University of North Carolina, gave the Edward Douglas White lectures this spring at Louisiana State University under the foundation recently established as a memorial to the late Judge White of Louisiana, chief justice of the United States Supreme Court. Professor Odum has recently been elected chairman of the North Carolina Commission on Interracial Cooperation.

To mark the end of its first hundred years the New York Institute for the Education of the Blind has issued a handsomely printed report full of history and engaging pictures.

State Relief Changes

BECAUSE a year away from a job is about all a job can stand Walter Pettit has returned to his duties as assistant director of the New York School of Social Work by which he was loaned to serve as executive director of the State Temporary Emergency Relief Administration, known to its more or less loving friends as the T. E. R. A. Frederick I. Daniels, public welfare commissioner of Syracuse, succeeds him on the relief job.

About the same time the status of Harry L. Hopkins, chairman of the Administration, was

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changed by act of the legislature from volunteer—if you can call it that when he was loaned by the New York Tuberculosis and Health Association—to paid, with his salary fixed at $11,500. The same legislative action increases the Administration from three to five members. The new appointees are Alfred H. Schoellkopf of Buffalo, and Henry Root Stern of Nassau County.

John Colt of Princeton, president of the Princeton Bank and Trust Company, has been appointed by Governor Moore of New Jersey as state director of emergency relief, succeeding Chester I. Barnard, who, as forecast two months ago in this stronghold of inside information, has returned to his duties as president of the New Jersey Bell Telephone Company.

Out of a combination of his duties as supervisor of parole in the United States Prison Bureau and executive secretary of the U. S. Parole Board, Ray L. Huff has acquired a new title, parole executive of the prison bureau.

When the Banks Closed

EVERYBODY had his pet story of what happened the Monday morning the banks closed but the one that gave us most entertainment was that of the dignified and urbane Father Brennock, head of the Family Division of the Catholic Charities of New York, who to his complete astonishment found himself dashing around in a taxi to church after church gathering up the collection-plate takings of the day before in order to change a thousand dollar bill on the changing of which destiny, at that moment, seemed to hinge.

The New York papers played up in that cherished position, a front-page box, the story of a pathetic looking woman with a baby in her arms who was promptly and gallantly given place at the head of a long line that hectic day when people were withdrawing money from savings banks. Presently another woman and baby appeared and begged for precedence. And then another, and another. About the sixth time it happened the paying teller poked his head out of the wicket. "Let's see that baby," he said; "Yeah, I thought so. Same old baby. Now suppose you go back to the end of the line." Which she did, returning the baby to its mother who had been thriftily renting it out for twenty-five cents a trip.

A year's gallant fight against losing odds ended last month in the death of Forrest Bailey who, until ill-health overcame him, was co-director of the American Civil Liberties Union, and who figured valiantly in activities in behalf of Sacco and Vanzetti, the Gastonia textile workers and the Kentucky coal miners.

The young of New York state are to be safeguarded in their health and welfare by a State Children's Council appointed by Governor Lehman and headed by Ruth Andrus of the Education Department. Representatives of other departments who constitute the Council are: Dr. V. C. Branham, Correction; Dr. Elizabeth Gardner, Health; Frieda S. Miller, Labor; Dr. Sanger Brown, 2nd, Mental Hygiene, and James H. Foster, Social Welfare.

The Survey felt a particular personal regret for two recent deaths, modestly chronicled in the newspapers. Katherine Schaub, victim of deadly radium poisoning acquired in a war industry, succumbed at last to the doom that had hung over her for more than ten years. Her own poignant story of her experience was published in Survey Graphic of May 1932. Radium poisoning is still a compensable disease in only five states. Dean Van Clute, author and poet, was found dead in the tiny apartment where, blind and helpless from arthritis, he struggled to maintain himself. His personal narrative, Invalid's Adventure, published in Survey Graphic of December 1930, was one of several articles written from a bed in a public hospital which helped establish him in the writing world.

The Survey's Little Candle

ITS gleam in Washington, D. C., semaphored by Ray H. Everett, Social Hygiene Society: "The Social Trends issue of The Graphic was used as the basis of discussion at the January meeting of the Washington Sociological Society. All present agreed that the digest of that tremendous mass of data was a corking good job."

Its glimmer in a Bronx subway train—of all places: "Say, lissen, Mamie, if you ain't read what Frances Perkins sez in The Survey Graphic about these cheap dresses you jes' don't know what you're talkin' about."

The retirement of Annie Florence Brown as executive secretary of the Lend-a-Hand Society, Boston, after twenty-one years in the post, was the occasion of a pleasant demonstration of appreciation on the part of the Board of Directors, the pleasantness including the presentation of a purse of gold pieces—yes, gold. Miss Brown is succeeded by Mary C. Coburn, recent graduate of Smith and of the Simmons College School of Social Work, with two years' experience with the Cambridge Family Welfare Society.

Mary Augusta Clark, F.A.P.H.A., which, if you don't already know it, means Fellow of the American Public Health Association, is now research associate in the division on community clincs of the National Committee for Mental Hygiene. She is continuing the consultant service on statistical records and reports in child-guidance clinics and the like which has engaged much of her time in her seven years with the Commonwealth Fund.

Jeanie V. Minor, best known for her long and gallant service with the New York Child Labor Committee, is now on the staff of the Adjustment Service, New York, associated with John Erskine and M. R. Trabue.

Newcomer on the field staff of the Family Welfare Association of America is Walter Wilbur, attorney of Charleston, S. C., who has been for years on the board of the Charleston Bureau of Social Welfare and a member of the State Department of Social Welfare. For its reestablished Department of Studies and Information the Association has borrowed Margaret Wead of the Travelers Aid Society and Manfred Lilliefors of the Family Welfare Society of Bridgeport, Conn.

Because for a whole year not one of its boys was committed to the St. Charles School, the Big Brothers of Peoria, Ill., have received from Rodney Brandon, director of the Illinois Public Welfare Department, the first charter issued under the new state incorporation of the Big Brother Movement. To the effective work of the Big Brothers in twenty-two Illinois communities many competent observers attribute the pronounced drop this past year in the population of the St. Charles School, though other correctional institutions in the state have increased upwards of 15 percent.

Because he's in the family, Chicago forgives Judge Andrew A. Bruce, professor in the law school at Northwestern University, for the story he told at a meeting of the Minnesota State Conference of Social Work. A Madison bookseller, to fill an order for a well-known book, wired to his Chicago jobber, "Please send two Seekers After God." Back came the return wire, "No Seekers After God in Chicago."

The first call has been sounded for the twenty-sixth annual meeting of the American Home Economics Association to be held in Milwaukee June 26–30. The theme will be Home Economics in a Changing World.

Farthest-from-home honors at the New York School of Social Work,—and correct us, Mr. Lee, if we are wrong,—seem to go to Hansi Pollak, assistant in the department of economics at her alma mater, the University of Witwatersrand in Johannesburg, South Africa. Miss Pollak specializes in industry and has to her credit various investigations into factory and home conditions of women in Witwatersrand industries.

Lucky John Daley

WHEN the severalth John Daley that day registered with the Travelers Aid Society at Schenectady, N. Y., the secretary could no longer restrain her curiosity. "How come all you John Daleys are traveling?" she queried. "Five of you were here yesterday. Look at that stack of cards, each one of them is a different John Daley."

The last John Daley looked a little sheepish, then came clean: "Well, you see it was like this. A guy named John Daley was sitting through the psalm-singing at a mission waiting for his flop. The guy up front was going good. It was 'daily we sin, daily we're tempted, daily we come nearer to death.' When he called for sinners to repent John Daley was the first one on his knees hollering 'Lord, I come to you daily.' That night he got two cups of coffee and an extra blanket. John Daley's a good name, Miss. It's sure brought luck to us fellas on the road."

For such cold comfort as salary-cut social workers can find in it there is the report of the Associated Press on what has happened to the stipends of the clergy. Statistics are meager and averages are thrown out of actual meaning by the occasional big-city church which still maintains a high salary level. Cuts range, however, from 10 to 66 percent, with, as usual, the country minister the hardest hit. Many rural churches have closed entirely or have merged with others. But at that the country minister is often better off than his city brother, says the report, since he usually has a garden plot and "his parishioners are generous at butchering time." Several instances are cited, both in rural and urban districts, of hand-to-mouth existence with the minister dividing the weekly collection pro-rata with the janitor and the organist.

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